United Nations system CEB/2013/4

Chief Executives Board for Coordination

9 May 2013

English only

Report of the High-level Committee on Programmes on its twenty-fifth session

(Headquarters of the United Nations Educational, Scientific and Cultural Organization, Paris, 4 and 5 March 2013)

I. Introduction

1. The High-level Committee on Programmes of the United Nations System Chief Executives Board for Coordination (CEB) held its twenty-fifth session at the headquarters of the United Nations Educational, Scientific and Cultural Organization (UNESCO) in Paris on 4 and 5 March 2013. The agenda of the meeting and the list of participants are contained in, respectively, annexes I and II to the present report.

II. Thematic issue 1: towards the post-2015 development agenda

A. Post-2015 development agenda

2. The Committee recalled that, at its retreat in October 2012, it had agreed to support and complement the preparatory process for the post-2015 development agenda in order to foster greater United Nations system-wide coherence and coordination in the work and to advise CEB on emerging policy and programmatic issues and priorities in that context.

3. Noting that the development paradigm and development architecture had changed dramatically over the past decade, the Chair observed that the continuing United Nations system deliberations on the post-2015 development agenda were reaching a critical fork in the road. Principally, two fundamentally different viewpoints regarding the post-2015 regime could be distinguished. One school of thought favoured a post-2015 agenda that would build on the current set of Millennium Development Goals and bolster those areas that had proven weak or needed to be added in the light of new developments since the adoption of the Millennium Declaration in 2000. Others were of the view that the post-2015 development agenda needed to radically evolve beyond the Goals framework and serve as the foundation for a much broader agenda that would require deep changes in the way in which the United Nations system did business and that would fundamentally alter its focus on development. He further noted that the High-level Committee on Programmes, as the most broadly based entity under the purview of

13-32921 (E) 070613

Please recycle

CEB, might be the natural forum for addressing those issues in preparation for the forthcoming CEB discussion on the same topic, but that members needed to be clear as to the added value that the Committee could provide.

4. The Chair requested the Committee to focus in its discussions on whether United Nations system thinking had evolved towards a common view regarding the core identity of the post-2015 development agenda and how the Committee could add further value to the articulation of such an agenda and to advise the Secretary-General and CEB principals accordingly.

5. Amina J. Mohammed, Special Adviser to the Secretary-General on Post-2015 Development Planning, provided an overview of the analytical thinking that was underpinning current deliberations on the post-2015 development agenda. Noting that the post-2015 framework would be a global agenda that needed to be relevant for people in both developed and developing countries, she challenged the United Nations system to come to terms with its own role and contribution in shaping the agenda. In her view, the Committee and CEB had a significant role to play in tackling some of the fundamental questions raised in the process of developing a coherent post-2015 development agenda.

6. She noted that the Millennium Development Goals had proved to be an effective framework for placing human development and human needs at the centre of development policy and practice at the beginning of the twenty-first century. Yet, while significant progress had been made to achieve the Goals, more remained to be done, in particular in addressing the transformational changes inherent in development. What was needed was a long-term strategy that built on the Goals framework to address the structural causes of the challenges currently facing the world. The United Nations system needed to decide which elements of the Goals continued to have relevance and could be integrated into the future framework.

7. She further emphasized that the world had changed in many ways, leading to an interdependent system of increasing complexity. The post-2015 development agenda offered a unique opportunity for a paradigm shift in international development with sustainable development at its core. That required integration of the three strands of sustainable development, with human rights, good governance and peace and security as critical underpinnings of development. It remained unclear, however, how sustainable development would become the platform for programmes and country-level activities by United Nations agencies. In addition, it had not yet been fully integrated by the donor community into development cooperation or national policies. A number of guiding principles had been emerging in the course of the consultation process that was shaping the post-2015 debate, including the need for an agenda for transformative change that fostered accountability, adaptability, inclusiveness and a renewed global partnership. In closing, she voiced support for the Chair's assertion that the United Nations system needed to provide a strategic vision and come together around the central tenets of the post-2015 agenda in order to demonstrate its intellectual leadership in responding to the changed development realities.

8. The Committee also received a briefing on the work of the United Nations System Task Team on the Post-2015 Development Agenda. The Task Team had established three working groups dealing with renewed global partnership, monitoring and indicators and financing for sustainable development. It was also working towards the preparation of the report of the Secretary-General.

9. The Committee expressed thanks to Ms. Mohammed for her insightful presentation and concurred with the notion that the development realities of the current world significantly differed from the transactional North-South development paradigm that had characterized the understanding and practices of international development for the past 30 to 40 years. A combination of trends profoundly challenged the United Nations system to re-examine its role, relevance and contribution to the world at large and to developing countries in particular. It was observed that the world economy had expanded considerably over the past decade, with most of that growth taking place in emerging economies and, thence, outside member countries of the Organization for Economic Cooperation and Development. World trade patterns were expected to continue to change notably. By 2020, large shares of trade would be generated among non-member countries of the Organization for Economic Cooperation and Development and the number of poor countries would have been further reduced. As was the case currently, the largest concentration of the poor would be found not in the least developed countries, but in middle-income countries.

10. In addition, United Nations organizations were not the only or biggest player supporting implementation at the country level. A multitude of actors, many of whom were better resourced than the United Nations, were already crowding the field of development cooperation. At the same time, the protracted economic and financial crises affecting many advanced economies, coupled with the deepening realization that traditional consumption and production patterns were unsustainable, had further led to a questioning of the validity of the prevailing development paradigm and trajectory. In addition, growing numbers of people in advanced economies were facing rising inequalities, increasing resource degradation and scarcity and mounting economic and social instability.

11. Committee members concurred that the post-2015 development framework should present a vision of development that accounted for the dramatic changes and global transformations taking place. It was suggested that economic growth and trade — as a driver of growth — deserved a prominent place in that development agenda. Several members referred to the centrality of human rights to the post-2015 agenda, noting the clear message emerging from the global consultations, from the Task Team, from intergovernmental conferences and from the technical analysis to the effect that, to be effective, the post-2015 agenda must address both fear and want, the equality imperative, a higher level of accountability, a universal constituency and the Task Team principles of human rights, equality and sustainability.

12. Reflecting on the linkages between the Millennium Development Goals and the post-2015 development agenda, Committee members underscored that the Millennium Declaration continued to be a visionary and forward-looking framework for human development, which successfully combined measures to ensure freedom from fear and freedom from want while seeking to protect the natural environment. As such, it retained its validity in providing guidance towards a more peaceful, prosperous and just world. The Goals, which were derived from the Millennium Declaration, put people and their basic needs at the centre of international development efforts.

13. Members noted that the Goals framework had succeeded in focusing the world's attention, action and resources on a set of development goals, targets and

indicators and that billions of lives had improved as a result. They agreed that the Goals agenda remained valid and that the United Nations system would continue to support Member States in finishing the unfinished agenda, given that the eradication of extreme poverty and protection of the most vulnerable remained overarching goals of the United Nations system. Some participants, however, pointed to the risk of creating a post-2015 development framework that would be constructed solely as a continuum of an agenda characterized by an aggregation of a sizable number of individual goals and targets.

14. Some Committee members pointed out that the Goals framework had insufficiently covered a number of critical components of development, including science, technology and information and communications technology, human rights and governance issues, and peace and security. It was noted that the framework had also failed to address explicitly the structural causes of the problems that the Goals sought to address. Consequently, billions of people had been left out and remained virtually untouched by more than a decade of enhanced development assistance. While an integration of the three pillars of sustainable development would form the basis of the future development agenda, additional core elements also needed to be considered holistically. Many of those elements had already been identified and included in the narrative of the Task Team report prepared in consultation with more than 60 United Nations entities in June 2012.

15. The future agenda had to transcend the prevailing North-South development paradigm and be relevant to all people, regardless of whether they lived in rich or poor countries. The future framework needed to tackle structural issues such as inequality, discrimination, conflict and climate change, which should be addressed in an integrated, multidimensional manner that also could be implemented at the country level. Sustainable development should be at the heart of the agenda, while accounting for regional, national and local circumstances and conditions.

16. Members underscored that one major challenge for the United Nations system was to define its own role and contribution within the future framework, given that the system itself, including its ways of working and funding, was a product of the conventional development paradigm that had guided transactional development assistance since the founding of the Organization. For the United Nations system to respond effectively to the changed environment, its own mandates, governance structures and business practices might require review and adjustment. One area in need of closer examination was the future role of the United Nations system in high-middle-income and high-income countries. CEB and its subsidiary pillars could make a significant contribution in that regard and also in the context of the second phase of the review of the role and functioning of CEB.

17. Committee members also reflected on the challenge for the United Nations system to make a positive contribution to the extremely complex integration of goals, targets and indicators that would advance human well-being. The system, with its wide range of expertise, should bring its diversity to bear by developing multidimensional types of measures that would allow for a redefinition of prosperity. The system needed to rally behind a global agenda and accountability framework that was sufficiently strategic and focused. A proliferation of goals, targets and indicators would be counterproductive and needed to be avoided. The leadership of the system must play a critical role in guiding the process by reaching a common position on those issues. In that regard, they expressed appreciation for

the work performed by the Task Team and noted that its report provided a comprehensive framework for further work.

18. The Committee agreed that one of its major functions was to advise CEB on the multifaceted and complex debate surrounding the preparation of the post-2015 development agenda in order to facilitate the articulation of a United Nations system-wide vision for the future development framework. A significant role for the Committee was to provide thought leadership and critical analysis for further reflection by CEB. It should complement the work of the Task Team and avoid duplication of efforts. Some Committee members saw value in launching strategic reflections on the linkages of the global/normative agenda with local/operational implementation. Members were of the view that the Committee was well placed and equipped to help to shape the thinking on an agenda that combined, in an integrated manner, the unfinished Millennium Development Goals agenda with a transformative development framework. In so doing, it would be important to address the underlying structural causes of extreme poverty strategically and selectively.

19. As an initial step towards a United Nations system-wide post-2015 narrative, Committee members expressed support for the proposal to complement the work of the Task Team by identifying any elements missing from its report. In its role as facilitator of programmatic coherence and coordination of the United Nations system, the Committee also agreed to review and develop a United Nations system-wide view on the recommendations and findings of the report of the High-level Panel of Eminent Persons on the Post-2015 Development Agenda as an input to the report of the Secretary-General on accelerating progress towards the Millennium Development Goals: options for sustained and inclusive growth and issues for advancing the United Nations development agenda beyond 2015. The holding of an intersessional meeting of the Committee by videoconference after the launch of the report of the High-level Panel was seen as a possible step in that regard. In addition, the Committee agreed to prepare an analytical synthesis of the debate on the post-2015 development agenda on the basis of its discussion for consideration by CEB at its second regular session of 2013. A small drafting group would be established for that purpose.

B. Review of Millennium Development Goals implementation

20. As part of its reflections on the post-2015 development framework, the Committee also considered efforts under way to accelerate the achievement of the Millennium Development Goals by the 2015 target date. Simona Petrova, Director of the CEB secretariat, recalled that CEB, at its second regular session of 2012, had decided to review the implementation of the Goals at each CEB session until 2015, under the leadership of the World Bank and the United Nations Development Programme (UNDP), in order to identify and address challenges and bottlenecks in achieving results on the ground. The initiative, while not a resource mobilization exercise, aimed at achieving better country-level results through greater collaboration and cooperation among key implementers of the Goals. The first such review would be held in Madrid at the first regular session of 2013.

21. Representatives of the World Bank and UNDP provided additional details on the preparations for the CEB review. They emphasized that the CEB initiative would build on and support existing mechanisms such as the Millennium Development

Goals Acceleration Framework. The initiative sought to identify implementation gaps and challenges where the United Nations system could enhance leadership and coordination, explore specific options and solutions for more collaboration and advance joint action for greater impact on the ground. The initiative was also a learning and stocktaking exercise through which additional support both by CEB members and other stakeholders and partners would be identified, with a view to strengthening collaboration and transcending institutional silos.

22. The initial set of review countries had been selected on the basis of their Acceleration Framework implementation status. For the first review, to be held at the first regular session of CEB of 2013, Ghana, the Niger and the United Republic of Tanzania had been confirmed as participants. The Millennium Development Goals acceleration plans for the Niger and the United Republic of Tanzania focused on hunger and poverty, while that for Ghana focused on maternal mortality. United Nations resident coordinators and World Bank country directors were leading the process in those countries.

23. In the ensuing discussion, the Committee welcomed the initiative and emphasized that there was a need for action that would bring about long-term change at the country level. With the 1,000 days milestone to the achievement of the Millennium Development Goals to be marked on 5 April 2013, the initiative signalled the resolve and commitment of the United Nations system to step up its own efforts towards attaining the Goals by 2015. By acquiring a clear understanding of the gaps and bottlenecks impeding implementation, the United Nations system would gain better insights into specific solutions for more effective collaboration and partnerships that could also inform the post-2015 development agenda.

III. Thematic issue 2: promoting the rule of law

24. The Committee recalled that the Deputy Secretary-General had briefed CEB, at its second regular session of 2012, on major progress in the rule of law stemming from the outcome of the high-level meeting of the General Assembly on the rule of law, held on 24 September 2012. In the declaration of that meeting, unanimously adopted by Member States, it had been proclaimed that all persons, institutions and entities, public and private, including the State itself, were accountable to just, fair and equitable laws and were entitled without any discrimination to equal protection of the law. It had further been reaffirmed that the rule of law underpinned the three pillars of the Charter of the United Nations and should guide all the activities of the Organization.

25. The work being undertaken by organizations of the United Nations system had also been recognized in the declaration, with a call for greater coordination and coherence in those efforts and for integration of the rule of law into the post-2015 development agenda. Following a discussion, which had also touched upon the widening of support for the continuing efforts of the Rule of Law Coordination and Resource Group, CEB had welcomed a new initiative to enhance coordination and coherence among United Nations system organizations on the rule of law, including the integration of the rule of law into the post-2015 development agenda. It had requested the Committee to take up the issue at its current session.

26. Edric Selous, Director, Rule of Law Unit, Executive Office of the Secretary-General, introduced a note on developing a United Nations system-wide approach

on rule of law mainstreaming. He provided a briefing to the Committee on the history of consideration of the issue by the United Nations, noting that Member States had recognized the need for universal adherence to and implementation of the rule of law at both the national and international levels and had reaffirmed their commitment to an international order based on the rule of law and international law. As such, Member States had acknowledged the rule of law as an essential component of development, peace and security, human rights, democracy and good governance. They were therefore seized by the issue in all its forms at leading intergovernmental forums, recognizing that the rule of law applied at the international level, giving predictability to international relations, protecting the sovereign equality of all States and providing for the peaceful settlement of international disputes.

27. He said that the rule of law was a cross-cutting thematic area offering a holistic and integrated approach to further work in development, human rights and peace and security. To mainstream the rule of law throughout the work of the United Nations system, it was necessary to bring out the cross-cutting dimensions of the issue. Given the growing international consensus that the rule of law was key to sustainable development, it was important to reflect the rule of law in the post-2015 development agenda. He suggested that the Committee might wish to establish an ad hoc group, which would take advantage of the broad membership and policy-coherence role of the Committee, to work further on mainstreaming and programmatic issues, strengthening the note and feeding into the Rule of Law Coordination Group.

28. Participants welcomed the briefing and expressed appreciation for the leadership of the Deputy Secretary-General. The rule of law was an imperative at the core of the work of the United Nations system and its norms, values and standards. Mainstreaming the rule of law would have synergistic effects on the full range of activities of the United Nations system in development, human rights and peace and security. Members noted that the origin of the concept within the United Nations was the Universal Declaration of Human Rights, observing that the United Nations conception of the rule of law, as contained in the definition by the Secretary-General in his report to the Security Council (S/2004/616), differed from mere rule by law in its substantive human rights content.

29. Some participants noted that their organizations were at an advanced stage on specific issues relevant to the rule of law, such as the collection of data and measurability of violent crime and environmental law. In that regard, they would be willing to share experiences, lessons learned and best practices, where applicable, in particular on standard-setting and existing contributions to the rule of law. Participants noted the importance of the rule of law in dealing with complex issues such as statelessness, trade, land tenure and food security and nutrition.

30. Participants also stressed that aspects of the note that would require strengthening included the need to consider issues relating to the role of budgets and the use of public resources, compliance and the need to ensure clarity with regard to the concept of mainstreaming the rule of law. An updated mapping of the engagement of the United Nations system in the rule of law was a crucial task that would facilitate implementation of the normative frameworks on the rule of law. In addition, the applicability of the rule of law to cyberspace and the right of individuals to hold their Government to account on issues and documents signed in

their name needed to be reflected. Some participants stressed that it was important to ensure the swift operationalization of the issue at the country level. In that regard, a system of focal points would be welcome.

31. Various participants sought clarification as to how the proposed ad hoc group would interface with the existing Rule of Law Coordination Group, cautioning against a proliferation of coordination mechanisms. That notwithstanding, participants encouraged the development of a plan of action on how the United Nations system would coalesce around rule of law principles and commitments and around engagement in mainstreaming. It was requested that the notion of mainstreaming should be further clarified. It was also stressed that focus should be placed on the refinement of existing tools to ensure their coherence. Care should also be taken to ensure that tools did not overburden organizations with excessive reporting requirements.

32. The Committee lent its support to mainstreaming the rule of law throughout the United Nations system on the basis of the principles laid out in the note before it. It underscored the timeliness of the issue and looked forward to reviewing, at its subsequent session, a system-wide plan of action as a means of enhancing coordination and coherence on the rule of law. Committee members would contribute to the process under the leadership of the Executive Office of the Secretary-General.

IV. Thematic issue 3: advancing the common agenda

A. Disaster risk reduction

33. The Committee recalled that, at its first regular session of 2011, CEB had committed itself to mainstreaming disaster risk reduction in the programmes and operations of the United Nations system through the development of a common agenda and to giving disaster risk reduction the highest political support. It had also agreed to continue working on the further implementation of the Committee's recommendations on disaster risk reduction, made at its sixteenth session, and to consider how such recommendations might be expanded and broadened in the light of disaster impact trends.

34. At its twenty-third session, the Committee had requested the Special Representative of the Secretary-General for Disaster Risk Reduction, Margareta Wahlström, to convene a time-bound senior management group to prepare a system-wide plan of action on how to more strategically identify and act on core issues and gaps in disaster risk reduction. The Committee had also requested the United Nations Office for Disaster Risk Reduction, under the leadership of the Special Representative, to lead the preparation of a checklist for the United Nations system to mainstream disaster risk reduction, building on existing inter-agency mechanisms and thematic platforms. It had agreed to consider the issue at its current session.

35. In her briefing to the Committee, the Special Representative noted the growing and changing risk dimensions of disaster risk reduction and the need to position the United Nations system to lead on the issue, in particular in the context of the post-2015 development agenda. She provided an update on the preparation of a

United Nations plan of action on disaster risk reduction for resilience and expressed thanks to the Committee for its high level of engagement during the process.

36. She stressed that the Plan of Action facilitated timely, coordinated and high-quality assistance to countries in which disaster losses posed a threat to development. It made disaster risk reduction a priority for the United Nations system and ensured that disaster risk reduction for resilience would be central to the post-2015 development agenda. It was expected to position risk to disasters at the core of sustainable development, alleviating poverty and building the resilience of the poor and vulnerable. It provided a basis for positioning risk to disasters as a part of economic transformation, social inclusion and environmental protection; it was expected to lead to accountability on disaster risk reduction by the United Nations system and change in behaviour; and it allowed scope for leaders and networks to target the parts of the United Nations where risk could potentially be increased or decreased.

37. She said that the Plan of Action also promoted greater integration of disaster risk reduction and climate change adaptation. It embraced the international momentum to use resilience as a common outcome that integrated poverty reduction, disaster risk reduction, sustainable livelihoods and climate change adaptation as integral to sustainable development. It was also an opportunity to position the United Nations system on the subject of risk reduction and resilience in the context of the Hyogo Framework for Action and the post-2015 development agenda.

38. She welcomed the level of commitment that each entity was prepared to make and the number of common areas around which the United Nations system would work together. That number would serve as the litmus test of the kind of leadership that the United Nations system wished to provide in order to better support Member States. She offered to report to the Committee on progress and relevant updates to the Plan of Action, taking into account the adoption of a successor arrangement to the Hyogo Framework for Action and the post-2015 development framework. She also noted the need for CEB to take a position, if appropriate, in the form of a statement, in the context of the World Conference on Disaster Risk Reduction, to be held in 2015, and the successor arrangements for the Hyogo Framework.

39. In the ensuing discussion, participants expressed thanks to the Special Representative for her collaborative approach in guiding the work of the Senior Management Group on Disaster Risk Reduction and Resilience of the High-level Committee on Programmes. Participants noted that the commitments in the Plan of Action had captured risk assessment and risk management and addressed those affected most with a focus on resilience, which was helpful in framing the discussion on disaster risk reduction. Some participants suggested that the Plan of Action needed to better articulate climate risks, engagement with non-resident agencies, the centrality of issues such as discrimination, the importance of the science and policy interface with disaster risk management and the financing of disaster cooperation.

40. Some aspects of the Plan of Action would need further strengthening, including on issues of capacity-building at both the country and regional levels and the need to incorporate the regional dimension and regional-level adaptation of the Plan. Various participants highlighted the emphasis on resilience and the need to better reflect the human dimension of vulnerability, noting that, while there were

measurable economic impacts, the loss of life and the negative impacts on communities were insurmountable.

41. Members asked that the Plan should be amended to add an explicit reference to the centrality of discrimination (not limited to gender and age, which had already been included) in disaster risk reduction analysis and to human rights sensitivity in disaster risk reduction planning, prevention, mitigation, response and redress. The disproportionate impact of Hurricane Katrina, among others, was evidence that, even where resources and technical and operational capacity were not in short supply, discrimination and the lack of an approach based on human rights could be the definitive factor in disaster risk reduction failures.

42. In addition, gender equality and empowerment needed to be more vigorously reflected. The strengthening of that dimension could benefit from a definition of vulnerability that could include links between inequality and discrimination and vulnerability to disasters. Some participants noted that there was a need to focus on few targets in relation to the roll-out of the Plan and possible use of United Nations country teams in relation to accountability issues. Much rested on effective leadership support for the Plan of Action and roll-out, bearing in mind that coordination came with costs.

43. Progress had been made by Member States on disaster risk reduction, and the United Nations system better supported countries in that regard, including through the United Nations Development Assistance Framework. To that end, participants noted that there was a need to improve the sharing of experience and results with regard to the integration of disaster risk reduction into development and humanitarian programmes, which was seen as an area where the United Nations system could deliver as one.

44. In addition, that there was a need to reflect the impact of disasters on development and migration, in particular on migrant workers, was noted, as was the need to remain vigilant in mainstreaming disaster risk reduction and resilience. Indeed, the mainstreaming of disaster risk reduction was seen as a crucial cost-effective investment for the United Nations system, including the resilience of the system's own planning and premises in the light of future disasters. It was suggested that the issue might be brought before the High-level Committee on Management.

45. In recommending the Plan of Action for endorsement, Committee members requested the United Nations Office for Disaster Risk Reduction to circulate the amended draft within 10 days, taking into account the comments made by participants. On that basis, the Committee would recommend the United Nations Plan of Action on Disaster Risk Reduction for Resilience for endorsement by CEB (see annex III).

46. The Committee also took note of the progress made on the checklist for mainstreaming disaster risk reduction in the work of the United Nations system. The United Nations Office for Disaster Risk Reduction was requested to report back in 2015 on progress made on the Plan of Action, taking into account developments in relation to the successor arrangement for the Hyogo Framework for Action and the post-2015 development framework. It was also agreed that the Senior Management Group on Disaster Risk Reduction and Resilience would guide the roll-out process for the Plan of Action.

B. Oceans

47. Maaike Jansen, Inter-Agency Officer, United Nations Environment Programme (UNEP), provided a briefing to the Committee on behalf of its Chair, including an update on the latest developments concerning the Oceans Compact initiative of the Secretary-General, in particular regarding the establishment of the Oceans Compact Advisory Group. She noted that agreement had been reached among the core group of United Nations system organizations and entities on the final terms of reference of the Advisory Group, which had been submitted to the Secretary-General for review and approval. The executive heads of UNESCO, UNDP and UNEP had also communicated to the Secretary-General that they had formed an administrative support group to facilitate the appointment and work of the Advisory Group. As a subsequent step, the terms of reference, along with a call for nominations to the Advisory Group, would be sent to Member States. The first meeting of the Advisory Group was expected to be held by April or May 2013. The Chair of the Committee intended to brief Member States on the matter in March.

48. Following the briefing, the representative of the Department of Economic and Social Affairs of the Secretariat noted that the Department had offered to host the secretariat of the inter-agency coordination mechanism on oceans and coastal issues (UN-Oceans), recalling that it already hosted the secretariats of the coordination mechanisms for water and energy. The Department also wished to contribute to the report of the Secretary-General on oceans and the law of the sea. The representatives of the Department and the World Meteorological Organization expressed their interest in participating in the work of the core group of United Nations system organizations and entities.

49. The Committee welcomed and took note of the briefing.

C. Cybercrime and cybersecurity

50. The Committee recalled that, at its twentieth session, it had discussed the risks and impact of cybercrime and cybersecurity on the United Nations system and addressed the policy and technology dimensions of those issues. At its twenty-second session, it had agreed to set up a United Nations group on cybercrime and cybersecurity to address programme policy aspects of cybercrime and cybersecurity and foster coordination and collaboration on those issues within the United Nations. At its twenty-fourth session, it had tasked the Group, under the leadership of the International Telecommunication Union (ITU) and the United Nations Office on Drugs and Crime (UNODC), to develop a draft policy on cybercrime and cybersecurity that focused on the external dimension of the issue, in particular on how the United Nations system mainstreamed cybercrime and cybersecurity issues into programmes delivered to Member States.

51. Doreen Bogdan, Chief, Strategic Planning and Membership Department, ITU, presented a note on the work of the United Nations Group on Cybercrime and Cybersecurity. She highlighted the growing impact of cybercrime and cybersecurity, the enormous resources lost and the risks posed to the support provided by the United Nations system to Member States, in addition to the targeting of its own systems. Although United Nations organizations were already undertaking activities

to assist Member States in mitigating the risk posed, there was a need to strengthen a coordinated approach by the United Nations system.

52. In that regard, the note before the Committee set forth specific actions that would allow the United Nations system to better share information and resources and complement individual mandates. The unique expertise of each organization would be leveraged, significantly improving the assistance provided to Member States and reducing costs. She stressed the major distinction between the efforts of the United Nations to enhance cybersecurity externally and internally. The draft policy focused solely on external efforts directed at Member States.

53. Sandeep Chawla, Deputy Executive Director, UNODC, highlighted the challenge of how to move forward on an issue that generated high levels of public and organizational concern. In addition, there were divisions within the membership of the United Nations as to how to react internationally, in particular with regard to steps that could be taken in the absence of a universal normative framework. ITU and UNODC stood ready to continue to provide leadership and coordination on cybercrime and cybersecurity issues while the Committee and the High-level Committee on Management remained seized with the external and internal dimensions of the issue. In the light of developments in how to tackle cybercrime-related issues, he suggested that the Committee should continue its consideration of the item at its twenty-seventh session, when ITU and UNODC would present the latest iteration of the draft policy framework on the basis of input from Committee members and the United Nations Group on Cybercrime and Cybersecurity.

54. The Committee expressed its keen interest in remaining engaged in further work. While participants agreed that there was a need for collective input and expertise on cybercrime and cybersecurity, they stressed the importance of ensuring explicit human rights safeguards within the draft policy, in particular in areas relating to privacy and due process. Similarly, they called for clarity on the notion of security, whether for users, their assets or the environment, including safeguards for the human rights of users. In addition, reference needed to be made to full compliance with international human rights standards, including combating new forms of discrimination against women, including in cyberspace. It was suggested that a specific human rights safeguards paragraph should be added to the draft, to the effect of: "All measures carried out in the context of cybercrime and cybersecurity must be undertaken in full conformity with international human rights standards, including those applicable to freedom of expression, information, opinion and association; privacy rights; the dissemination of hate speech, racism and xenophobia; child pornography and abuse; and trafficking in persons."

55. Some participants said that there was a need for increased awareness of the issue and its impact on the United Nations system. For example, it was asked whether there was a first aid team of responders on call for organizations in cases of serious risk. The Committee was informed that cybercrime and cybersecurity remained a top priority of the High-level Committee on Management, which would soon conclude its strategic plan and would continue to consider issues relating to cybercrime and cybersecurity within the broader scope of risk management.

56. The Committee took note of the draft policy, the progress made by the United Nations Group on Cybercrime and Cybersecurity and the fact that the draft policy focused only on the cybersecurity and anti-cybercrime capacities of Member States and not on United Nations internal needs. The Committee expressed thanks to ITU

and UNODC for their leadership in that regard and recommended that its members should send input directly to those organizations so that they could further develop the policy, taking into account the comments of Committee members. The Committee would resume consideration of the issue at its twenty-seventh session.

V. Thematic issue 4: implications of internal and international migration

57. The Committee recalled that CEB, at its first regular session of 2012, had requested the United Nations Population Fund (UNFPA) and the International Organization for Migration (IOM) to prepare, in collaboration with the Global Migration Group, a set of draft proposed recommendations and outcomes on migration in preparation for the high-level dialogue on international migration and development, to be held on 3 and 4 October 2013, for its approval at its first regular session of 2013. The Department of Economic and Social Affairs was supporting UNFPA and IOM in the preparations.

58. William Swing, Director General, IOM, provided an overview of the preparation process and highlighted gaps and challenges in leveraging migration for development, as identified in the paper before the Committee. The paper had been prepared on the basis of an extensive consultation process, which had included the Special Rapporteur on the human rights of migrants and the Non-Governmental Organization Committee on Migration. In the light of the richness of the contributions received, it was planned to issue a joint publication as additional input to the deliberations during the high-level dialogue, which offered a significant opportunity to promote the human rights of migrants and leverage the human development potential of migration in the preparations for the post-2015 United Nations development agenda. It was also an opportunity to address continuing public misperceptions about migrants and migration.

59. He noted that there were five key gaps and challenges in leveraging migration for development that needed to be addressed: the human rights and human development aspects of migration; shortcomings and constraints regarding data, research and training; lack of integration of migration into sectoral, national and international development policies and processes; weak cooperation and multi-stakeholder engagement; and a range of emerging issues, including climate change, urbanization, South-South migration, the issue of stranded migrants and the feminization of migration.

60. Mabingue Ngom, Director, Programme Division, UNFPA, stressed that migration was an important enabler for economic and social development, in addition to the human development of migrants themselves and their families. It was from that fundamental premise that the five proposed recommendations and outcomes for the high-level dialogue had been developed in response to the gaps and challenges outlined. They included actions to advance the human rights and human development aspects of migration; strengthen the knowledge and evidence base; mainstream migration into national development policies and plans and into the post-2015 United Nations development agenda; improve inter-State and multi-stakeholder engagement and cooperation; and address emerging issues. To bring the proposed recommendations and outcomes to the attention of Member States and other stakeholders, it was proposed that they should serve as a

contribution to the report of the Secretary-General on international migration and development.

61. The Committee welcomed the recommendations and outcomes contained in the paper and expressed thanks to IOM and UNFPA for their leadership in guiding the process to a successful conclusion. Members voiced support for the human rights and human development-centred approach reflected in the paper and the notion of migrants as positive agents for development and change. Members also emphasized the link between urbanization and human mobility, the issue of climate change and environmental degradation, rural migration and its impact on agriculture and food security, intraregional and interregional migration, protection of vulnerable groups and populations, including children, the feminization of migration and the human rights of migrants.

62. The Committee recognized the important advocacy work undertaken by the Global Migration Group on migrant issues and noted the continuing process to strengthen the Group's work. Many members were of the view that the Committee had a continuing role to play in keeping migration issues at the forefront of system-wide consideration. A more effective link between the Group and the Committee was seen as beneficial and productive to drawing attention to migrant issues. The outcome of the high-level dialogue might provide further guidance on United Nations system-wide support regarding those issues.

63. The Committee, taking into account the comments made, recommended for endorsement by CEB the set of proposed recommendations and outcomes for the 2013 high-level dialogue on international migration (see annex IV). It also agreed to bring the recommendations and outcomes to the attention of Member States and the wider United Nations system by integrating them into the 2013 report of the Secretary-General on international migration and development. It requested IOM and UNFPA to continue to facilitate system-wide input in the lead-up to the high-level dialogue, in collaboration with the Global Migration Group.

64. The Committee also welcomed the proposal to develop a joint publication on the basis of fuller contributions by organizations and entities as a valuable input to the high-level dialogue, expressing thanks to IOM and UNFPA for their continued leadership in that regard.

VI. Thematic issue 5: demographic dynamics

A. Young people

65. The Committee recalled that CEB, at its first regular session of 2012, had focused on the topic of young people and sustainable development in the light of the confluence of events during the Arab Spring and in preparation for the United Nations Conference on Sustainable Development. The executive heads had exchanged views on the various dimensions of programmatic issues affecting young people, including employment, political inclusion, health and education. CEB had underscored the importance of greater United Nations system coordination in support of youth development.

66. Since then, the Department of Economic and Social Affairs and the United Nations Human Settlements Programme (UN-Habitat) had led the United Nations

Inter-Agency Network on Youth Development in the preparation of a system-wide action plan on youth. The Action Plan had been guided by the World Programme of Action for Youth, which provided the overall policy framework and guidelines for national action and international support to improve the well-being and livelihoods of young people. Within that context, the Action Plan focused on joint action by the United Nations system on the issues of employment and entrepreneurship, political inclusion, civic engagement and protection of rights and education, including education on sexual and reproductive health.

67. In their briefing to the Committee, Navid Hanif, Director, Office for Economic and Social Council Support and Coordination, Department of Economic and Social Affairs, and Yamina Djacta, Deputy Director, UN-Habitat New York Office, noted that, in his Five-Year Action Agenda, the Secretary-General had identified working with and for women and young people as one of five generational opportunities to tackle the world's most pressing challenges. The United Nations system had been called upon to address the needs of young people by developing and implementing an action plan on youth to deepen the youth focus of new and existing programmes. To that end, the Action Plan before the Committee, which had been prepared through broad consultations, provided a welcome opportunity to promote joint programmatic work on the issue and identify ways in which activities undertaken by individual entities could complement one another.

68. They said that the Action Plan focused on the following thematic areas: employment and entrepreneurship; protection of rights, civic engagement and political inclusion; education, including comprehensive sexuality education; and health. Under each area, there was an overarching goal with commitments, measures and related indicators to ensure effective follow-up and monitoring. The indicators took into account existing mandates and activities and were aligned with the World Programme of Action for Youth. He noted that, upon endorsement of the Action Plan, an implementation plan would be developed by the United Nations Inter-Agency Network on Youth Development. The implementation of the Action Plan would begin in the second half of 2013. In developing the implementation plan, the United Nations Inter-Agency Network on Youth Development would identify ways in which existing activities could complement one another in order to exploit synergies. Moreover, options for joint programming in areas in which entities were developing programmatic work would also be explored.

69. In the ensuing discussion, participants expressed thanks to the Department of Economic and Social Affairs and UN-Habitat for leading the preparation of the Action Plan, which was seen as a useful tool to guide United Nations system work in support of young people. Young people were major stakeholders for many of the organizations already engaged actively in supporting them, including through their participation in United Nations system activities such as on climate change, the green economy and health. In that regard, it was important for the system to be seen as actively supporting young people and to ensure that it leveraged resources within organizations as the implementation plan was being developed.

70. Some participants said that the Action Plan was broad in its approach and, as such, called the issue of resources into question. A reflection on mobilization of resources would be useful. Since the completion of the Action Plan, the Envoy of the Secretary-General on Youth had taken office. Participants looked forward to his contribution to the Action Plan.

71. It was suggested that, while the integration of human rights throughout the Action Plan was welcome, there was a risk of undercutting certain rights relating to particular age groups. In that regard, some participants noted the importance of ensuring clarity, in particular in the provision of legal protection for critical categories of young people. It was pointed out that the normative framework that existed in human rights law must be respected in work in that field, with the Convention on the Rights of the Child applying to children up to the age of 18 years and the full range of human rights standards applying to adults over the age of 18 years, as codified in the human rights covenants. It would be important to avoid eroding the rights of children or creating what might be termed "junior rights" for young adults falling below existing standards. Others noted that there was a need to take into account issues relating to inclusive growth, fiscal policies and employment, which were all relevant when discussing youth issues. With regard to the linkage between young people and the sustainable development agenda, participants said that indicators, measures and commitments should be developed with a view to the post-2015 framework, as should the implementation plan.

72. Participants noted the experience of some agencies in leveraging technology and innovation, such as crowdsourcing, to engage young people. Such innovative approaches, including taking advantage of upcoming youth-related events hosted by the United Nations system, would be useful in taking forward the action and implementation plans. The Action Plan would also benefit from making the measures, indicators and commitments consistent with the United Nations system results framework of activities and outputs, as harmonized following significant work by the United Nations Development Group. Committee members would also need to pursue the harmonization of the Action Plan with their strategic plans to maximize its effectiveness.

73. A view was expressed that the Action Plan did not fully reflect the contribution of young people, in particular taking into account global events over the past decade. Young people were a positive factor, especially when considering complex issues at the intergovernmental level. As such, the United Nations system owed them a debt of gratitude for their civic engagement. That positive narrative needed to be highlighted in the Action Plan. In addition, it was vital to list the main challenges faced by young people and the role of innovation, including the use of technology to monitor public policies and institutions. It was suggested that the United Nations Inter-Agency Network on Youth Development might wish to use an acronym other than SWAP, given that that acronym was associated with the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women, which had been approved by CEB and was often referred to as such in intergovernmental proceedings.

74. In his concluding remarks, Mr. Hanif expressed thanks to the Committee members for their support and useful suggestions. He noted that, while the World Programme of Action for Youth reflected the consensus on youth issues, it remained challenging to concretize and measure outcomes. That was a long-term process. The measures, indicators and commitments were a starting point for identifying linkages with the post-2015 development agenda. More detailed analysis would be carried out in the implementation plan. United Nations system engagement would be crucial, including at the upcoming Economic and Social Council youth forum, to be held on 27 March 2013, which would bring all actors together, including the Envoy of the Secretary-General on Youth. On resources, he noted that no new mandates

were being created, given that that was the prerogative of Member States. The Action Plan used existing mandates to harness and/or create new activities for young people and focused on joint programming and joint activities so as to minimize resource impacts on agencies.

75. The Committee expressed thanks to the Department of Economic and Social Affairs and UN-Habitat for their leadership, encouraging organizations to participate actively in developing a strong implementation plan. It recommended the System-wide Action Plan on Youth[1] for endorsement by CEB on the understanding that additional issues relating to young people might be reviewed and addressed during the preparation of the implementation plan.

B. World of 7 billion

76. The Vice-Chair recalled that CEB, at its second regular session of 2011, had requested the Committee to carry out detailed work on population dynamics. At its previous session, the Committee had established a time-bound inter-agency working group, co-chaired by UNFPA and the Department of Economic and Social Affairs, and tasked it with developing a set of tools and best practices that might help agencies to build their capacity to integrate population dynamics into their work at all levels for consideration by the Committee at its twenty-sixth session. The inter-agency group had prepared a note on progress achieved to date, which had been distributed to Committee members in advance of the current session.

77. The Committee took note of the progress achieved by the group and agreed to consider the issue again at its twenty-sixth session.

VII. Any other business

78. The Director of the CEB secretariat said that 5 April 2013 marked the 1,000 days milestone to the attainment of the Millennium Development Goals. The Secretary-General wished to recognize that day during the first regular session of CEB of 2013.

79. The representative of UNESCO provided a briefing on the status of preparations for the first 10-year review event of the World Summit on the Information Society and gave an update on the implementation of the United Nations Plan of Action on the Safety of Journalists and the Issue of Impunity, which had been endorsed by the Committee at its twenty-third session.

80. The representative of UNODC provided an update on a planned briefing to CEB on drugs and organized crime by the Executive Director of UNODC. The briefing would focus on ways in which to improve coherence and coordination within the United Nations system on issues relating to drugs and organized crime, in particular concerning the provision of support and advice to Member States by the United Nations system on the application of existing legal instruments. The Committee took note of the planned briefing and looked forward to receiving a short paper on the topic prepared by UNODC. A more detailed paper summarizing the

[1] The System-wide Action Plan on Youth is available at http://social.un.org/youth-swap/.

main issues would be prepared by UNODC for the Committee at its twenty-sixth session.

81. The CEB secretariat would revert to the Committee after further consultations regarding the dates of the Committee's twenty-sixth session.

82. In closing, the Vice-Chair expressed his deep gratitude and that of the entire Committee to UNESCO for hosting the current session at its headquarters in Paris.

Annex I

Agenda

Thematic issue 1: towards the post-2015 development agenda.

Thematic issue 2: promoting the rule of law.

Thematic issue 3: advancing the common agenda:

(a) Disaster risk reduction;

(b) Oceans;

(c) Cybercrime and cybersecurity.

Thematic issue 4: implications of internal and international migration.

Thematic issue 5: demographic dynamics:

(a) Young people;

(b) World of 7 billion.

Item 6: any other business.

Annex II

List of participants

Chair: Achim Steiner (United Nations Environment Programme)

Vice-Chair: Elliott Harris (International Monetary Fund)

Secretary: Phyllis Lee (CEB secretariat)

United Nations	
Executive Office of the Secretary-General	Amina J. Mohammed
	Paul Akiwumi (Office of the Deputy Secretary-General)
	Eric Selous (rule of law)
Department of Economic and Social Affairs	Thomas Stelzer (Secretary of CEB)
	Navid Hanif
International Disaster Reduction	Margareta Wahlström
	John Harding
Office of the United Nations High Commissioner for Human Rights	Craig Mokhiber
Regional commissions	Amr Nour
International Labour Organization	Telma Viale
Food and Agriculture Organization of the United Nations	Mariam Ahmed
United Nations Educational, Scientific and Cultural Organization	Hans d'Orville
	Jean-Yves Le Saux
World Health Organization	Ivana Milovanovic
World Bank	Dominique Bichara
	Jos Verbeek (via videoconference/ teleconference)
International Monetary Fund	Axel Bertuch-Samuels
Universal Postal Union	Olivier Boussard
International Telecommunication Union	Doreen Bogdan-Martin
World Meteorological Organization	Elena Manaenkova
	Christian Blondin

International Maritime Organization	Jesper Loldrup
World Intellectual Property Organization	Naresh Prasad
	Victor Owade
International Fund for Agricultural Development	Luis Jiménez McInnis
United Nations Industrial Development Organization	Sarwar Hobohm
International Atomic Energy Agency	Margit Bruck-Friedrich
World Trade Organization	Arancha Gonzalez
	Said El Hachimi
World Tourism Organization	Marcio Favilla de Paula
United Nations Conference on Trade and Development	Mongi Hamdi
United Nations Development Programme	Sigrid Kaag
	Maria del Mar Galindo
	Shantanu Mukherjee (via videoconference/teleconference)
United Nations Environment Programme	Kaveh Zahedi
	Maaike Jansen
	Corli Pretorius
United Nations High Commissioner for Refugees	Philippe Leclerc
United Nations Relief and Works Agency for Palestine Refugees in the Near East	David de Bold
United Nations Children's Fund	Gunilla Olsson
United Nations Population Fund	Mabingue Ngom
World Food Programme	Joyce Luma
United Nations Office on Drugs and Crime	Sandeep Chawla
United Nations Human Settlements Programme	Yamina Djacta
United Nations Entity for Gender Equality and the Empowerment of Women	Moez Doraid
United Nations University	Jakob Rhyner

Joint United Nations Programme on HIV/AIDS	Mariangela Simao
	Mauricio Cysne
United Nations System Staff College	Patrick van Weerelt
* * *	
International Organization for Migration	William Lacy Swing
	Jill Helke
	Michele Klein-Solomon
* * *	
CEB secretariat	Simona Petrova
	Remo Lalli
	Xenia von Lilien
	Yasin Samatar

Annex III

United Nations Plan of Action on Disaster Risk Reduction for Resilience

Introduction

1. Losses from disasters are a threat to people's lives and development, given that disaster risk is growing in most regions.[1] The scale of vulnerability and exposure to hazards, and the resulting demand for assistance and protection, are projected to increase substantially over the coming decades. This is due to a combination of climate risk, resource scarcity and drought, ecosystem degradation, livelihood impoverishment, demographic changes and limited capacity to manage risks from natural, technological and biological hazards, including epidemic diseases. Now, more than ever, disaster risk reduction must be integral to sustainable development.

2. This calls for a response by the United Nations that marks a step change in concerted action throughout all sectors. In the words of the Hyogo Framework for Action, the aim is to "build the resilience of nations and communities to disasters".[2] The United Nations must evolve and adjust its role and responsibilities to meet this changing and challenging risk scenario among complex and competing priorities.

3. A higher-level United Nations plan of action on disaster risk reduction for resilience is required.[3] Accelerated action is needed for the remaining term of the Hyogo Framework for Action. Such action will also encourage the development of a successor or post-2015 framework for disaster risk reduction.[4] Many of the commitments contained in the Plan of Action therefore reflect core needs to 2015 and lay the groundwork for scaling up efforts once the successor has been determined.

4. In the outcome document of the United Nations Conference on Sustainable Development, entitled "The future we want", Member States requested that disaster

---

[1] Information provided by assessments of disaster risk and related trends, lessons learned from recent disaster events and the continuing monitoring of its own achievement are guiding the United Nations in this effort. See, in particular, the 2012 special report of the Intergovernmental Panel on Climate Change on managing the risks of extreme events and disasters to advance climate change adaptation, in addition to the *2011 Global Assessment Report on Disaster Risk Reduction: Revealing Risk, Redefining Development*, prepared by the United Nations Office for Disaster Risk Reduction.

[2] A/CONF.206/6 and Corr.1, chap. I, resolution 2.

[3] At its fourteenth and sixteenth sessions, held in 2007 and 2008, respectively, the High-level Committee on Programmes discussed mainstreaming disaster risk reduction in the policies and strategies of the United Nations. The Special Representative of the Secretary-General for Disaster Risk Reduction addressed the United Nations System Chief Executives Board for Coordination at its first regular session of 2011. Following the decisions of the Board, the Special Representative convened, through the High-level Committee on Programmes, a senior management group to prepare a United Nations plan of action to identify and act on core issues and gaps in disaster risk reduction. The Committee also reviewed the state of mainstreaming disaster risk reduction on the basis of information provided by Committee members to the United Nations Office for Disaster Risk Reduction.

[4] In its resolution 66/199, the General Assembly requested the secretariat of the International Strategy for Disaster Risk Reduction to facilitate the development of a post-2015 framework for disaster risk reduction in an inclusive, open and transparent manner.

risk reduction should be more central to sustainable development policies and plans. Work on the post-2015 development agenda is also considering the impact of disasters and the need to build resilience.[5] The Secretary-General committed himself to working on disaster risk reduction as part of his second mandate and his Five-Year Action Agenda. The United Nations Plan of Action on Disaster Risk Reduction for Resilience aims to position the work of the United Nations in these contexts.

5. The Plan of Action outlines its purpose, a set of core commitments and actions, a shared approach to measure impact and progress and steps for implementation. It also embraces the international momentum to use resilience as a common outcome that integrates poverty reduction, disaster risk reduction, sustainable livelihoods and climate change adaptation as integral to sustainable development.

Commitments and actions

6. Achieving the vision of the Hyogo Framework for Action to "substantially reduce disaster losses in all countries" will require greater effort to position disaster risk reduction at the core of a sustainable and resilient future. The United Nations system, both as individual organizations and collectively, will undertake the three main commitments, with their sets of actions and expected outcomes, set out below.

Commitment 1: ensure timely, coordinated and high-quality assistance to all countries in which disaster losses pose a threat to people's health and development

7. The United Nations will provide more effective support to country-driven efforts to address disaster risk as part of broader, comprehensive resilience-building efforts to address disaster risk and climate change impacts in the context of sustainable development.[6] This support will include working at the regional level and through multisectoral actions.

8. The United Nations will pursue the following objectives:

(a) Ensure that development policies, programming and investments in every country and the support provided by the United Nations are informed by risk assessments;

[5] The post-2015 development agenda encapsulates a number of interrelated processes spurred by the approaching culmination of the Millennium Development Goals in 2015, including the High-level Panel of Eminent Persons on the Post-2015 Development Agenda (an initiative of the Secretary-General), the Open Working Group on Sustainable Development Goals and efforts to implement the outcomes of the United Nations Conference on Sustainable Development.

[6] Member States have repeatedly called upon the United Nations to make every effort to accelerate the full integration and mainstreaming of disaster risk reduction in all its programmes and activities. This request for support is set out in the Hyogo Framework for Action, which calls for a comprehensive international agenda requiring global, regional and national action and the support of the United Nations system. The General Assembly endorsed the Framework in its resolution 60/195 and, in subsequent resolutions, has reiterated the integration and mainstreaming of disaster risk reduction.

(b) Promote multi-stakeholder national and local disaster risk governance systems and plans supported by effective regulatory frameworks and coherent institutional capacity-building efforts;

(c) Promote national and local public budgets, development cooperation, private-sector investment and climate finance mechanisms that integrate disaster risk reduction;

(d) Promote the integration of disaster preparedness for relief and recovery with development programmes that reduce disaster risk and build resilience.

9. To be efficient, these efforts require more coherent, dynamic and context-sensitive approaches by the United Nations. Consultations among stakeholders will be encouraged. There are examples where the United Nations, through joint programmes and inter-agency collaboration,[7] has assisted countries to implement disaster risk reduction as part of these efforts. In some cases, reducing disaster risk has become a principal component of United Nations country-level work, led by United Nations resident coordinators. In other cases, United Nations organizations have been taking more comprehensive risk management approaches, linking their development and humanitarian actions, connecting science to policy and aligning their efforts and programming capacity around resilience-building. These efforts need to be encouraged, documented and replicated.

10. The support of the United Nations will increasingly be tailored towards local, national and regional needs and make best use of existing capacity and resources. This support will employ coherent coordination mechanisms and accountability systems to promote effective risk governance and to encourage public and private investment that reduces underlying vulnerabilities.

11. The support provided to countries will be based on the comparative advantage of the United Nations in relation to vulnerable, marginalized, discriminated and impoverished groups, in addition to gender-sensitive, disability-sensitive and age-sensitive programming.[8] A holistic disaster risk management approach[9] will be promoted in order to support critical areas. This includes urban planning, rural development and efforts to combat desertification, together with a range of sectors such as food and nutrition security, agriculture, education, health, environment, water, migration and tourism.

12. The United Nations will promote and support regional frameworks, led by regional intergovernmental organizations, including regional commissions and subregional organizations. The United Nations will also provide guidance, share experiences and monitor progress, including, where appropriate, via country-to-country peer reviews.

---

[7] One example of a well-established inter-agency mechanism that relates to radiation emergency preparedness and response is the Inter-Agency Committee on Radiological and Nuclear Emergencies, coordinated by the International Atomic Energy Agency.

[8] The Plan of Action recognizes that disasters affect women and girls disproportionately and that gender-based discrimination remains a widespread driver of inequality. Accordingly, it will promote gender-sensitive disaster risk reduction and resilience policies, programming and investment.

[9] A holistic disaster risk management approach encapsulates an approach based on human rights, given that vulnerable groups have fewer choices when preparing for, responding to, escaping from or recovering from disasters.

Actions under commitment 1

13. **Action 1.1**: promote the integration of gender-sensitive and age-sensitive disaster risk reduction into common country assessments, United Nations Development Assistance Frameworks and Development Assistance Partnerships[10] (including agency cooperation strategies with countries) and recovery plans as part of an integrated and comprehensive approach to assessing and addressing factors that undermine the resilience of communities and countries, including climate risk, environmental sustainability and social inequalities/exclusion.

14. **Expected outcome**: by 2015,[11] information on disaster and climate risks from all hazards, and multisectoral capacity, will guide the planning of development frameworks and integrated action plans for all countries in which disaster losses pose a threat to people's health and sustainable development.

15. **Action 1.2**: provide resources and support to United Nations resident coordinators, their offices and United Nations country teams, including through the expertise available from United Nations non-resident agencies and at the regional level, to assist national and local institutions and international partners in countries to develop common visions, plans and programmes for addressing disaster and climate risk within multisectoral and sectoral sustainable development strategies.

16. **Expected outcome**: by 2015, United Nations resident coordinators and United Nations country teams are better resourced to lead United Nations efforts to reduce disaster losses and build resilience in support of a country-owned strategy or plan that addresses the root causes of disasters and identifies risk management solutions that can be implemented.

17. **Action 1.3**: assist countries to develop and enhance national and local risk assessments and risk information on the basis of common, open, accessible and regularly updated data on natural, technological and biological hazards, exposure, the different components of vulnerability, capacities across sectors and losses to disasters, in addition to the risk of climate-related and conflict-related disasters.

18. **Expected outcome**: by 2015, countries and regions have institutionalized disaster loss accounting systems and comprehensive information on risks and losses. Such information is being used by national actors to manage disaster risk and monitor the results of risk reduction efforts.

19. **Action 1.4**: in support of action 1.3, provide a set of standards and methods for comprehensive disaster risk assessment and information-sharing in the context of a post-2015 framework for disaster risk reduction for countries and partners.

20. **Expected outcome**: an engagement plan on multisectoral risk assessment and information to help to implement a post-2015 framework for disaster risk reduction at the country and regional levels.

[10] In support of United Nations Development Group decisions and guidance in 2009, in addition to the Group's strategic priorities for 2013-2016.

[11] The 2015 time frame will be reviewed so that it is aligned with the time frame of the successor arrangement to the Hyogo Framework for Action.

Commitment 2: make disaster risk reduction a priority for the United Nations system[12]

21. To support countries, the United Nations will scale up its capacity-building efforts, maximize the efficiency of its development, humanitarian and recovery investments and emphasize the importance of disaster risk in sectors throughout United Nations policies and programmes.

22. Currently, 60 per cent of United Nations organizations identify disaster risk reduction as a priority and, in some cases, a mandatory engagement. Some have employed an integrated approach to disaster risk reduction and climate change adaptation in their strategies, programmes and projects. This integration will be encouraged.

23. Compared with the number of United Nations organizations that identify disaster risk reduction as a priority, few have a corporate disaster risk reduction and resilience policy. More can be done to integrate disaster risk reduction into strategic planning frameworks. United Nations organizations need to make disaster risk reduction a strategic priority for the institution.

Actions under commitment 2

24. **Action 2.1**: adopt policies and strategies and allocate resources to increase the level of commitment of each organization to disaster risk reduction for resilience, to contribute to the International Strategy for Disaster Reduction and to implement a post-2015 framework for disaster risk reduction.

25. **Expected outcome**: by 2015, disaster risk reduction for resilience will be integrated into institutional policies and strategies of United Nations organizations.

26. **Action 2.2**: United Nations organizations to align their strategies, policies and country-level programmes on reducing risk and building resilience, within their respective mandates, to the commitments contained in the Plan of Action.

27. **Expected outcome**: by 2015, United Nations organizations will have monitored and reported progress in integrating disaster risk reduction as part of their strategic plans, programmes and multi-year results frameworks.

28. **Action 2.3**: adopt a risk-based approach to development programming, building on joint analysis of risk and the causal factors of disasters, and use this information to inform the programmes and sectoral work of United Nations organizations.

29. **Expected outcome**: by 2015, United Nations organizations are using risk analysis to shape their programming and sectoral engagement approaches.

30. **Action 2.4**: extend a risk-based approach, as appropriate, to disaster relief and recovery programmes of United Nations organizations.

31. **Expected outcome**: by 2015, country disaster recovery strategies and programmes have integrated disaster risk, leading to more resilient and sustainable development.

[12] The term "United Nations system" is intended to cover all its constituent parts, including funds, programmes, specialized agencies, commissions and the Secretariat.

32. **Action 2.5**: enhance the preparedness of the United Nations[13] to provide effective support to the emergency response and recovery efforts of nations and communities.

33. **Expected outcome**: by 2015, United Nations agencies and United Nations country teams will have enhanced their capacity to respond to, and facilitate recovery from, disasters.

Commitment 3: ensure that disaster risk reduction for resilience is central to post-2015 development agreements and targets

34. People and assets are increasingly located in areas of high risk. Over the past 30 years, the world's population has grown by 87 per cent. The proportion of the population living in flood-prone river basins has increased by 114 per cent and on cyclone-exposed coastlines by 192 per cent. More than half of the world's large cities, with populations ranging from 2 to 15 million, are currently located in areas of high risk of seismic activity.[14]

35. Developing countries lose between 2 and 15 per cent of their gross domestic product per year to disasters, depending on the profile of the country and the intensity of the disasters. Least developed countries, landlocked developing countries and small island developing States are the most vulnerable to disasters and climate change.[14]

36. The United Nations will fulfil its convening role, bringing multiple partners together to support the implementation of the Hyogo Framework for Action within the International Strategy for Disaster Reduction. The convening role will include renewed urgency and accelerated efforts to determine global and regional priorities of action, support country-level programming and priority-setting, monitor progress and risk trends and build consensus around effective action and norms.

37. United Nations organizations will need to work together to ensure that disaster risk reduction is a key component of the post-2015 development agenda supported by a post-2015 framework for disaster risk reduction.

Actions under commitment 3

38. **Action 3.1**: undertake consultations (on the basis of evidence of the impact of disasters on people's health and sustainable development) to consolidate goals, targets and indicators in relation to losses from disasters and building resilience as part of the post-2015 development agenda.

39. **Expected outcome**: by 2015, the development agenda reflects the risk of disasters and the need to build resilience.

40. **Action 3.2**: support national, regional and global consultations and efforts towards the development of a post-2015 framework for disaster risk reduction.

---

[13] Building on coordination efforts by the Inter-Agency Standing Committee on Post-War and Disaster Reconstruction and Rehabilitation.

[14] United Nations Office for Disaster Risk Reduction, *2011 Global Assessment Report on Disaster Risk Reduction: Revealing Risk, Redefining Development* (Geneva, 2011).

41. **Expected outcome**: by 2015, a post-2015 framework for disaster risk reduction is endorsed by the General Assembly.

Shared approach to measuring impact and progress

42. As part of existing results and impact monitoring within United Nations organizations, a common monitoring checklist or diagnostic (a "tool") will be developed, to be made operational by the fourth quarter of 2013.[15] The tool should not be an additional layer of reporting. Rather, a simple set of questions, as part of continuing monitoring and evaluation efforts, will be developed. The tool will provide the means for United Nations organizations to measure the integration of disaster risk reduction across agencies' strategies, policies, programmes and activities in support of sustainable and resilient development, within their mandate.

43. United Nations organizations will report against the tool every two years. Once information is aggregated for all United Nations entities, the tool will also provide information on continuing efforts and the type of United Nations support available to countries. The tool will also be used to update the report entitled "Disaster risk reduction in the United Nations" (produced every two years for the sessions of the Global Platform on Disaster Risk Reduction), which will be adapted in the future to provide a regular account of progress throughout the United Nations on disaster risk reduction for resilience. The tool will inform the annual report of the Secretary-General on the implementation of the International Strategy for Disaster Reduction.

Implementing the Plan of Action

44. The Plan of Action has four implementation components, which are set out below.

Endorsement

45. Formal endorsement of the Plan of Action will be sought from the United Nations System Chief Executives Board for Coordination through the High-level Committee on Programmes. The Plan of Action will further guide the contributions by the United Nations to the post-2015 development agenda, the consultations on a post-2015 framework on disaster risk reduction and the Five-Year Action Agenda of the Secretary-General.

Implementation

46. A United Nations senior leadership group will be convened by the Special Representative of the Secretary-General for Disaster Risk Reduction and assisted by

[15] The High-level Committee on Programmes requested the United Nations Office for Disaster Risk Reduction, under the leadership of the Special Representative of the Secretary-General, to lead the preparation of the proposed checklist for the United Nations system to mainstream disaster risk reduction into policies and programmes. These efforts should build on existing inter-agency mechanisms and thematic platforms.

the United Nations Office for Disaster Risk Reduction. The senior leadership will promote the implementation of the Plan of Action. Efforts will be made to ensure alignment with other relevant initiatives of the United Nations, such as the humanitarian-related work on preparedness and resilience of the Inter-Agency Standing Committee on Post-War and Disaster Reconstruction and Rehabilitation.

47. The senior leadership group will use existing inter-agency and science and technical groups to assist it. Individual United Nations organizations will assume responsibility for specific components of the Plan of Action within their respective mandates and roles. United Nations resident coordinators and United Nations country teams will be engaged through relevant United Nations Development Group mechanisms to support implementation at the country level. The United Nations Office for Disaster Risk Reduction will work with the regional commissions through the Regional Coordination Mechanism to adapt and implement the Plan of Action at the regional and subregional levels.

Monitoring progress

48. Progress against the Plan of Action will be reviewed by the senior leadership group with the support of the Senior Management Group on Disaster Risk Reduction and Resilience of the High-level Committee on Programmes.

49. The Plan of Action will be reviewed by the High-level Committee on Programmes after 2015. The review will determine the effectiveness of the implementation and delivery of the Plan of Action and make any necessary adjustments arising from the outcomes of the post-2015 development agenda and the post-2015 framework for disaster risk reduction, including the review of the time frames (currently mostly 2015) for the actions. The information gathered through the monitoring tool will be included in the review of the Plan of Action.

Communication and advocacy

50. Following endorsement of the Plan of Action, the executive heads of United Nations organizations, United Nations resident coordinators and United Nations country teams will be engaged to raise visibility with countries and partners. Future events, such as global and regional platforms for disaster risk reduction, can be optimized to promote the Plan of Action as a key commitment of the United Nations. Indeed, the Plan of Action is one of the main United Nations contributions to disaster risk reduction in support of resilience and sustainable development as part of the post-2015 development agenda.

51. United Nations commitments and progress reports will be regularly communicated to Member States and be readily accessible, for example through open, online sources. This will strengthen United Nations accountability to countries and the public at large. In this regard, the United Nations will sustain its engagement with civil society, including the private sector, in coordinating and maximizing investments in disaster risk reduction and building resilience.

Terms used in the Action Plan

52. Specialized terms used in the Action Plan are defined as follows:

(a) "Capacity" of a community, society or organization is understood to be the combination of all strengths, attributes and resources available that can be used to achieve agreed goals;

(b) "Climate change adaptation" is the adjustment in natural or human systems in response to actual or expected climatic stimuli or their effects, which moderates harm or exploits beneficial opportunities;

(c) "Climate risk" means a risk resulting from the extreme values of the climate or weather variables and affecting natural and human systems and regions;

(d) "Disaster" is a serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources;

(e) "Disaster risk" is a function of hazard, exposure and vulnerability. Disaster risk is normally expressed as the probability of loss in a given period of time;

(f) "Disaster risk reduction" describes the concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events;

(g) "Exposure" describes people, property, systems or other elements present in hazard zones that are thereby subject to potential losses;

(h) "Hazard" refers to natural (or physical), technological or biological phenomena that have the potential to cause harm and damage. Processes such as urbanization, environmental degradation and climate change shape and configure hazards, which means that it is difficult to disentangle their natural and human attributes;

(i) "Preparedness" is the knowledge and capacities developed by Governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to and recover from the impacts of likely, imminent or current hazard events or conditions;

(j) "Resilience" is the ability of a system to reduce, prevent, anticipate, absorb and adapt or recover from the effects of a hazardous event in a timely and efficient manner, including through ensuring the preservation, restoration or improvement of its essential basic structures and functions;

(k) "Risk assessment" is a methodology to determine the nature and extent of risk by analysing potential hazards and evaluating existing conditions of vulnerability and capacities that together could potentially harm exposed people, property, services, livelihoods and the environment on which they depend;

(l) "Vulnerability" describes the characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard.[16]

[16] In relation to people, vulnerability can be defined as the diminished capacity of an individual or group to anticipate, cope with, resist and recover from the impact of a hazard. People differ in their exposure to risk and the factors that increase their exposure include poverty, inequality and discrimination relating to gender, age, ethnic or other identity and (dis)ability. Through their relative poverty and social and economic exclusion, women are often more vulnerable to hazards than men.

Annex IV

Proposed recommendations and outcomes for the 2013 General Assembly high-level dialogue on international migration and development

Coordinated by the International Organization for Migration and the United Nations Population Fund, in collaboration with the Global Migration Group, on behalf of the member agencies of the High-level Committee on Programmes

Summary

Migration is a key enabler for equitable, inclusive and sustainable social and economic development to the benefit of countries of origin and destination and the human development of migrants and their families. To fully realize this potential, the human rights of all migrants must be respected, promoted, protected and fulfilled, and human development aspects of migration better reflected in relevant national and global development policies and initiatives.

The 2013 General Assembly high-level dialogue on international migration and development provides an important opportunity to promote the human rights of all migrants, protect the most vulnerable and leverage the human development potential of migration in the preparations for the post-2015 United Nations development agenda.

By bringing together all States Members of the United Nations, the 2013 high-level dialogue is a unique moment for States to jointly lay the foundation for improved policies and practices at the international, regional and local levels that enhance the outcomes of international migration for migrants and societies.

Elements of such an approach should include:

(a) Facilitating greater mobility, recognizing that migration and mobility are both necessary and inevitable in the twenty-first century;

(b) Aspiring to make migration a genuine choice, not a desperate necessity;

(c) According priority to the protection of migrants and their human rights — including labour rights, access to asylum, health and decent work, considerations of social protection and well-being, and the rights of all children in the context of migration — in rights-based and gender-sensitive policies and practices;

(d) Focusing on the human development potential of migration, including the potential to improve the lives of individuals and families, in addition to the contribution of migration to the economic growth and development of countries;

(e) Harmonizing migration policies and development goals;

(f) Engaging with communities in addressing public perceptions of migrants and migration to counter anti-migrant sentiment, xenophobia and discrimination and to raise awareness of migrants' overwhelmingly positive contributions to societies of origin and destination;

(g) Recognizing that forced and voluntary forms of migration are not always easily distinguishable, and ensuring protection and assistance for the most vulnerable;

(h) Making a commitment to cooperation with all partners involved in and affected by migration, while recognizing the sovereign prerogative of States to determine the entry and stay of non-nationals on their territories, within the limits set by States' international legal obligations;

(i) Finding balanced measures to combat harmful forms and effects of migration, including trafficking in persons and smuggling of migrants, while protecting human rights.

The paper proposes recommendations and outcomes on international migration in the five areas set out below.

Advancing the human rights and human development aspects of migration

The high-level dialogue should place the human rights of all migrants high on the agenda of policymakers and reaffirm the relevance of migration to human development in destination and origin countries. The following select actions could be taken:

(a) Promote the ratification of all core international human rights and labour rights instruments and their effective implementation with regard to migrants, taking account of age, gender, family consideration and specific vulnerabilities;

(b) Call for national action plans to promote awareness of migration realities and to combat xenophobia and discrimination against migrants;

(c) Implement existing frameworks to enhance access to social protection and social services by migrants, regardless of their migration status.

Strengthening the knowledge and evidence base

The high-level dialogue should promote evidence-based policymaking on migration and thus greater investment in data, research, needs assessments, evaluations and capacity development with regard to migration and its outcomes for individuals and societies. The following select actions could be taken:

(a) Aim for more systematic and nuanced data collection and analysis on migration;

(b) Conduct more standardized and rigorous assessments and evaluations of the impact of migration and development initiatives;

(c) Promote institutions and initiatives to develop research and capacity in the area of migration, with a focus on South-South migration.

Mainstreaming migration into national development policies and plans and into the post-2015 United Nations development agenda

The high-level dialogue should call upon countries of origin and destination to continue or initiate the mainstreaming of migration into national development strategies, poverty reduction strategies and sectoral policies and plans. As a matter of priority, the high-level dialogue should ensure that migration receives due attention in the post-2015 United Nations development agenda. The following select actions could be taken:

(a) Create greater coherence among policies on migration, development, employment, the labour market, social protection, health, gender and education, with a special focus on low-skilled migrant workers and the recognition of qualifications;

(b) Recognize the role of migration in enabling development in the post-2015 United Nations development agenda and in sustainable development goals, as a cross-cutting issue and, potentially, in its own right;

(c) Achieve a reduction in the up-front costs of migration and in the transfer costs and transaction times of remittances, and broaden the geographical coverage of reliable financial services, especially to rural areas.

Improving inter-State and multi-stakeholder engagement and cooperation

The high-level dialogue should reaffirm commitment to existing cooperation mechanisms, strengthen their impact and strive for greater involvement of stakeholders at all levels, including non-governmental partners. The following select actions could be taken:

(a) Strengthen the Global Migration Group, in particular at the field level, and use its collective expertise in supporting States and other stakeholders in the effective implementation of international legal obligations as they relate to migration, in addition to the recommendations of the Global Forum on Migration and Development;

(b) Support the Global Forum on Migration and Development and regional mechanisms for dialogue and cooperation on migration;

(c) Consider establishing a permanent forum on migration and development to bring the perspectives of migrants and civil society at large to national policy processes and global debates on migration.

Trends to watch

The high-level dialogue should highlight critical issues, trends and dynamics that, while not necessarily new in and of themselves, will shape migration globally and locally and, in particular, the migration-development nexus. The high-level dialogue should underline the need for data and research, capacity development and proactive policy approaches in these areas. The following select issues could be considered:

(a) Situation of stranded migrants and migrants caught up in crises in their destination or transit countries;

(b) Linkages between migration, environmental degradation and climate change;

(c) Impact of migration on urbanization and the needs and vulnerabilities of urban migrants;

(d) Increasing relevance of regional mobility and South-South migration.

The proposed recommendations and outcomes complement and provide further depth to the key messages adopted by the Policy Committee on 18 December 2012, pursuant to decision 2012/19 (i) of the Secretary-General.

To bring the proposed recommendations and outcomes to the attention of Member States and the wider United Nations system, the High-level Committee on Programmes may consider:

(a) Recommending to the Secretary-General that the present proposed recommendations and outcomes form an important basis for his 2013 report on international migration and development, together with other input requested by the General Assembly and in accordance with the relevant Assembly resolutions;

(b) Continuing to facilitate system-wide input, discussions and preparations in the lead-up to the high-level dialogue, with the International Organization for Migration and the United Nations Population Fund to continue to facilitate this system-wide input in collaboration with the Global Migration Group, to take account of, for example, continuing reforms of the Group, the planned report on migration and human rights spearheaded by the Office of the United Nations High Commissioner for Human Rights and other anticipated developments before the high-level dialogue.

Proposed recommendations and outcomes for the 2013 General Assembly high-level dialogue on international migration and development

I. Origin and purpose of the paper

1. Pursuant to the decision of the United Nations System Chief Executives Board for Coordination of April 2012, the present paper proposes recommendations and outcomes on migration in preparation for the second General Assembly high-level dialogue on international migration and development, to be convened on 3 and 4 October 2013. These proposals have been consolidated by the International Organization for Migration (IOM) and the United Nations Population Fund (UNFPA), in collaboration with the Global Migration Group, for consideration by the High-level Committee on Programmes. The present submission also follows repeated invitations by the Assembly to the United Nations system to remain engaged on migration generally and to participate in and contribute to the high-level dialogue specifically.[1] Pursuant to decision 2012/19 (i) of the Secretary-General, the ensuing proposed recommendations and outcomes complement and provide further depth to the key messages adopted by the Policy Committee on 18 December 2012.

2. The present paper has benefited from the rich contributions by participating entities on their migration and development activities since the first high-level dialogue, in 2006; the support provided to the Global Forum on Migration and Development; the good practices, challenges and gaps identified; and the proposed recommendations and outcomes for the 2013 high-level dialogue.[2]

3. To bring the proposed recommendations and outcomes to the attention of Member States and the wider United Nations system, the High-level Committee on Programmes may consider:

(a) Recommending to the Secretary-General that the present proposed recommendations and outcomes form an important basis for his 2013 report on

[1] See, for example, General Assembly resolutions 65/170 and 67/219 on the modalities of the high-level dialogue, especially operative paragraphs 7 and 15.

[2] The following High-level Committee on Programmes/Global Migration Group entities contributed to the present paper: Department of Economic and Social Affairs of the Secretariat, Food and Agriculture Organization of the United Nations, International Civil Aviation Organization, International Fund for Agricultural Development (IFAD), International Labour Organization, International Maritime Organization, International Organization for Migration, Office of the United Nations High Commissioner for Human Rights, Office of the United Nations High Commissioner for Refugees (OHCHR), United Nations Children's Fund (UNICEF), United Nations Conference on Trade and Development, United Nations Development Programme (UNDP), United Nations Educational, Scientific and Cultural Organization, United Nations Entity for Gender Equality and the Empowerment of Women, United Nations Environment Programme (UNEP), United Nations Human Settlements Programme, United Nations Institute for Training and Research, United Nations Office on Drugs and Crime, United Nations Population Fund, World Bank, World Health Organization, World Intellectual Property Organization, World Meteorological Organization and regional commissions. The Special Representative of the Secretary-General on International Migration and Development, the Special Rapporteur on the human rights of migrants and the Non-Governmental Organization Committee on Migration also provided input. The full breadth and depth of these contributions will be made available in a separate publication foreseen for release in the third quarter of 2013.

international migration and development, together with other input requested by the General Assembly and in accordance with the relevant Assembly resolutions;

(b) Continuing to facilitate system-wide input, discussions and preparations in the lead-up to the high-level dialogue, with IOM and UNFPA to continue to facilitate this system-wide input in collaboration with the Global Migration Group, to take account of, for example, continuing reforms of the Group, the planned report on migration and human rights spearheaded by the Office of the United Nations High Commissioner for Human Rights and other anticipated developments before the high-level dialogue.

II. Introduction

4. International migration — the movement of people across international borders — has significant implications for growth, development and well-being in origin and destination countries. More than 215 million people, half of whom are women, live and work outside their countries of birth.[3] As much as 90 per cent of international migration and much of internal migration are motivated by the search for work and livelihoods. The *2009 Human Development Report* states that migrants who moved from a country with a low human development index to a country with a higher index on average experienced a fifteen-fold increase in income, a doubling in education enrolment rates and a sixteen-fold reduction in child mortality. Remittances sent home by migrants generally lead to poverty reduction; higher human capital accumulation; spending on health and education; greater access to information and communications technology; improved financial sector access, small business investment, job creation and entrepreneurship; and greater household resilience in the face of natural disasters or other shocks. Remittances to developing countries, which reached an estimated $406 billion in 2012, are three times the size of official development assistance, according to the World Bank, and are expected to continue growing.[4] Beyond their labour, skills and remittances, migrants can also stimulate job creation, trade, investment, technology and knowledge transfers, in addition to social, cultural and value exchanges between origin and destination countries. In the coming decades, demographic forces, globalization and climate change will increase migration pressures both within and across borders.

5. In its report entitled "Realizing the future we want for all", the United Nations System Task Team on the Post-2015 United Nations Development Agenda states that "the dynamism of migrants and their economic and other contributions to both their countries of origin and host countries need to be more fully harnessed, above all by recognizing migrants as positive agents of innovation with human rights". Migration is a key enabler for equitable, inclusive and sustainable social and economic development to the benefit of countries of origin and destination, in addition to the human development of migrants and their families. The potentially positive impact of migration on development, however, hinges upon appropriate

[3] While the present paper focuses on international migration, the significance of internal migration, with more than 700 million persons migrating within their own country, should also be noted.

[4] According to the World Bank, global remittance flows, including those to high-income countries, st[illegible]t an estimated $513 billion in 2011. They are forecast to reach $623 billion by 2014, of which $467 billion will flow to developing countries.

legislation and policies that govern migration in a humane and orderly way, with due regard for the protection of the human rights of all migrants. Determinations regarding which non-nationals may enter and remain on a State's territory are a sovereign prerogative, subject to the limits set by State obligations under international law. The traditional focus on sovereign national interest notwithstanding, States have made significant strides in recognizing the importance of broad-based cooperation to govern migration effectively, including in reinforcing the positive links between migration and development. Nevertheless, the human rights and human development aspects of migration are not yet adequately integrated into national, regional and international policy and practice, including national and global development frameworks such as poverty reduction strategy papers and the Millennium Development Goals. Consequently, the 2013 high-level dialogue offers a significant opportunity to promote the human rights, including labour rights, of all migrants, protect the most vulnerable and leverage the human development potential of migration in the preparations for the post-2015 United Nations development agenda. It is also an opportunity to address continuing public misperceptions about migrants and migration and the resulting discrimination and xenophobia. The present paper begins by outlining key gaps and challenges in this field and follows with a series of recommendations.

III. Key gaps and challenges in leveraging migration for development

A. Human rights and human development aspects of migration

6. Migrants are a heterogeneous group including men, women and children of all ages, with differences in the degree and nature of vulnerability depending, in particular, on the circumstances of their migration and their legal status.[5] Migration also has a significant impact on families, gender roles and women's empowerment. The detailed links should be further explored.[6] Successful policies on migration and development will consider diversity and differentiated vulnerabilities. In addition, policies should pay attention to non-migrant groups affected by migration, especially host societies, children born to migrant parents in countries of destination and families separated by migration.

7. There is scope for States to enhance their capacity and policies to improve the human development outcomes of migration and recognize the protection of migrants' human, including labour, rights as a condition for realizing the

[5] Migrants can be forced or voluntary, temporary or permanent, in a regular or irregular status and internal or international. Migrants may leave their homes as a result of economic, political, educational, employment, family unification, environmental, rights-violations or other circumstances that either push them to leave or pull them to seek entry to another place. For the purposes of the present paper, the term "migrant" is understood to refer to international migrants in any of the referenced circumstances and to acknowledge that any migrant can be at risk of vulnerability, depending on the circumstances of their migration, legal status, gender, age (in particular for children, young people and adolescents), class, health, working conditions or skills levels.

[6] See Global Migration Group, *International Migration and Human Rights: Challenges and Opportunities on the Threshold of the 60th Anniversary of the Universal Declaration of Human Rights* (2008).

development potential of migration. International human rights law provides that all persons, without discrimination, must have access to all fundamental human rights provided in the core international human rights instruments and labour standards, with narrow limitations relating to political rights and freedom of movement.[7] However, many migrants, whether in a regular or an irregular situation, face legal and practical barriers to gaining access to their fundamental human rights, justice, redress mechanisms, social protection and basic services such as health care and education.

8. Efforts to respect, promote, protect and fulfil the human rights of migrants are hindered by gaps in the regulation and facilitation of the migratory process. Few States have the requisite policy and legislative frameworks or trained personnel to facilitate regular migration and to reduce the incidence of irregular migration. Greater efforts are needed to achieve a more rights-based and cooperative response to migrants in an irregular situation.[8] Where regular entry channels for migration do not correspond to demographic trends and labour market needs in the countries of destination, migrants may turn to smuggling networks to facilitate irregular movement or be at risk of human trafficking. The lack of legal status raises the risk of exploitative and abusive working conditions, of immigration detention, of a lack of access to basic services and of inadequate protection and assistance during natural disasters, armed conflict and distress at sea.[9]

9. Across the world there is a pressing need to improve public perceptions of migration: it is of significant concern that the era of greatest human mobility has seen a concomitant rise in xenophobia and anti-migrant sentiment. Fuelled partly by the global economic crisis, this has contributed to restrictive migration policies and discrimination and violence against migrants, with serious consequences for social cohesion. There is a need for greater respect for and public awareness of the human rights inherent to all migrants and of the overwhelmingly positive contributions that migrants have historically made and continue to make to their societies of origin and destination, through their labour, skills, knowledge, ideas and values.

10. At the global level, migration does not feature in the Millennium Development Goals. Any future global development agenda would need to rectify this gap, as discussed further below.

---

[7] Numerous agencies offer training and capacity development on international legal standards in their respective fields, including with relevance to migration. IOM has helped to pioneer the concept of international migration law, which covers the various branches of law, principles and rules that together regulate the international obligations of States with regard to migrants and migration. IOM conducts regular trainings on international migration law, including an annual training course in New York in collaboration with the United Nations Institute for Training and Research.

[8] See the 2010 statement of the Global Migration Group on the human rights of migrants in an irregular situation.

[9] Policies that criminalize irregular migration tend to have a disproportionately negative effect on the rights and well-being of migrants and their families, while seldom reaching their objective of deterring irregular migration. For example, see the conclusions of a global round table on the subject organized by OHCHR and UNHCR in May 2011.

B. Knowledge and evidence base

11. Gaps in policymaking are also a function of capacity constraints and shortcomings in data, research and training. Timely and comparable empirical data that are disaggregated by age and sex, including on a country and regional basis, remain inadequate. Effective policymaking would require accurate, timely and detailed data on international migrant stocks, migration flows, legal status, sectoral and occupational distribution, social protection coverage, working conditions and wages, safety and health conditions and level of education. Such data collection should also include attention to exclusion, marginalization and discrimination.[10] Particular challenges persist in collecting data on migrants in an irregular situation. Funding for impact assessments and the development of better indicators, tools and data is insufficient.

12. More rigorous assessments are needed, including of labour market needs, social protection schemes, contributions by diaspora communities to development and indicators relating to the situation of vulnerable migrants and their families, as are evaluations of the impact of migration and development initiatives. Without such an evidence base, it remains difficult for policymakers and other migration stakeholders to demonstrate the economic, social and cultural contributions of migration and to make the case for improved governance of migration.

C. Multisectoral mainstreaming of migration

13. Globally, existing measures and objectives of development progress, such as the Millennium Development Goals, do not account for migrants and migration. At the national and local levels, too, efforts to mainstream migration into development planning remain nascent. Gaps are evident in capacity, funding and the systematic application of existing tools to support mainstreaming efforts. Consequently, migration and development initiatives risk remaining scattered, lacking in national ownership and institutional coordination mechanisms and limited in scale and policy impact. There has also been a tendency to overlook the human development aspirations and contributions of some migrant groups, such as migrants employed in care sectors, low-skilled and semi-skilled workers and young people. Similarly, the human capital and human development potential of asylum seekers, refugees and stateless persons, whose treatment is governed by a distinct legal framework, is rarely tapped. The same is true for non-migrant groups affected by migration, especially children and other family members left behind in countries of origin. Furthermore, mainstreaming is too often seen as an exercise exclusively for origin countries: instead, countries of destination could develop more rights-based immigration policies that respond to human development aspirations, while meeting sustainable development goals and reflecting genuine labour market needs at all skill levels. Little progress has been made in integrating migration and development elements into other policy sectors, such as labour and employment, social protection, health, education, family, women, environment, trade and investment.

[10] OHCHR recently launched a publication, *Human Rights Indicators: A Guide to Measurement and Implementation*, which provides specific, practical tools for enforcing human rights and measuring their implementation.

D. Inter-State and multi-stakeholder engagement and cooperation

14. Over the past decade, migration has become a priority issue for more States than ever before.[11] This growing interest is reflected in a significant expansion of multilateral, multi-stakeholder and inter-agency collaboration on migration and development.[12] Notable among these are the establishment of the Global Forum on Migration and Development (following the first high-level dialogue, in 2006) and the Global Migration Group.[13] Some regional consultative processes on migration and regional economic communities could benefit from support in elaborating coherent approaches to region-specific migration issues and, in the case of regional economic communities, in implementing existing mobility schemes. At the national level, the cross-cutting nature of migration and the corresponding imperative for policy coherence notwithstanding, planning in relation to migration and development could see more meaningful participation of a range of ministries and authorities at the subnational level, in particular city councils. At all levels — global, regional, national and local — the participation of non-governmental actors in policy processes remains underdeveloped: the private sector, employers' and workers' organizations and civil society, including migrants', human rights, women's and youth organizations, need to be given a more active role.

E. Trends to watch

15. Migration interacts with other global changes dynamically, but knowledge, capacity and practical action in response to these challenges remain limited. For example, given the expansion of human mobility, more and more countries host significant migrant populations, including countries prone to political crises or natural disasters. The 2011 crisis in Libya brought to light the plight of migrants stranded in dire humanitarian situations. Too often, this group has been overlooked in humanitarian responses. Migration policies, including temporary labour migration schemes, are unprepared for crisis events affecting migrant workers.

16. Environmental factors have long been known to affect migration (and vice versa), but the realities of climate change give a new edge to this relationship that has not been sufficiently addressed in policies and programmes, especially with a view to the impact on development. For example, migration also needs to be recognized for its potential to support adaptation to climate change.[14] The interaction between environmental factors, (rural) livelihoods and rural development policies and human mobility patterns also contributes to accelerated urbanization, yet most cities are unprepared to cope with this expansion in a sustainable, migrant-friendly way. Conversely, the relevance of migration for rural populations, agriculture and food security requires greater attention.

---

[11] This is best reflected in the membership of IOM, which more than doubled in the past decade.

[12] For example, the creation of the IOM International Dialogue on Migration in 2001, the Berne Initiative (2001-2005), the Global Commission on International Migration (2003-2005), the ILO Plan of Action for migrant workers (2004) and the subsequent ILO Multilateral Framework on Labour Migration (2006).

[13] The establishment of the Global Migration Group was endorsed by the Secretary-General in 2006, building on the Geneva Migration Group launched by IOM and UNHCR in 2003. Today, the Group has 16 members.

[14] See paragraph 14 (f) of the Cancun Agreements, adopted by the Conference of the Parties to the United Nations Framework Convention on Climate Change at its sixteenth session, in 2010.

17. Its volume and significance notwithstanding, South-South migration has received less attention than migration from low-income to high-income countries. In addition, developing and least developed countries are often among the least equipped to address migration issues and leverage possible benefits, yet they are often heavily reliant on remittances and diaspora investment.

IV. Proposed recommendations and outputs for the 2013 high-level dialogue

A. Advancing the human rights and human development aspects of migration: the high-level dialogue should place the human rights of all migrants high on the agenda of policymakers and reaffirm the relevance of migration to human development in destination and origin countries

18. The high-level dialogue should call for the protection of the human rights of all migrants, taking account of age, gender, family considerations and specific vulnerabilities. Furthermore, it should reinforce the message that migration best contributes to human development when the human (including labour) rights of all migrants are protected. It should promote the ratification and implementation of all core international human rights and labour rights instruments,[15] in particular those dedicated specifically to protecting migrant workers. Effective implementation of relevant recommendations of all treaty bodies is also critical.[16] The Committee on Migrant Workers is currently elaborating a general comment on the human rights of migrant workers in an irregular situation and members of their families. Relevant recommendations from the universal periodic review, recommendations relating to cases submitted under optional protocols and the work of the special procedures mandate holders could also be more effectively implemented.

19. States should further be encouraged to strengthen law enforcement and criminal justice responses to xenophobic acts and discrimination against all migrants and to create specialized national bodies to monitor and report on xenophobia and related hate crimes. All migrants should be free from cruel, inhumane and degrading treatment and have effective access to justice, complaint mechanisms and remedies.

20. The high-level dialogue could propose a global public information campaign on the human rights of migrants, on practical measures to promote an inclusive rights-based approach to migration and on migrant contributions to home and host

[15] Including all nine core human rights instruments, especially the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (1990), as well as the ILO Convention concerning Migration for Employment (Revised 1949) (Convention No. 97), the ILO Convention concerning Migrations in Abusive Conditions and the Promotion of Equality of Opportunity and Treatment of Migrant Workers (Convention No. 143) and the ILO Convention concerning Decent Work for Domestic Workers (Convention No. 189).

[16] Including general comment No. 1 of the Committee on Migrant Workers; general recommendation No. 26 on women migrant workers of the Committee on the Elimination of Discrimination against Women; general comment No. 6 of the Committee on the Rights of the Child; the report and recommendations of the 2012 day of general discussion of the Committee on the Rights of the Child; general comment No. 20 of the Committee on Economic, Social and Cultural Rights, and general recommendation No. 30 of the Committee on the Elimination of Racial Discrimination.

country development. It could be reinforced through national plans of action on protecting the rights of migrants, including by preventing and opposing xenophobia and ensuring access to their human rights. In this respect, States could usefully collaborate with the private sector, migrants', employers' and workers' organizations, the media and civil society stakeholders in addressing misperceptions of migration, negative public attitudes and behaviour towards migrants and violations of migrants' human rights.

21. As better informed and prepared migration is more likely to enhance the benefits of migration for individuals and societies, local information campaigns can help to inform (prospective) migrants of their rights, the risks likely to be encountered and consular, health and other services available at all stages of the migratory process. Pre-departure training of migrants and consular services in countries of origin should be strengthened. It is important that these measures reach out to all (potential) migrants, including in rural areas. Measures could also encompass the training of local and national authorities, including border guards, in migrants' rights and the institutionalization of migrant resource centres to inform (would-be) migrants and returnees of their rights, options and responsibilities.

22. The high-level dialogue may wish to focus attention on migrant groups who face vulnerabilities, discrimination and inequities arising from a combination of factors. Female migrants need to be better protected against all forms of gender-based discrimination and violence at all stages of migration and in the workplace. This is particularly relevant in view of the rising number of women who migrate on their own or as heads of households, rather than as dependants. Greater levels of protection are also needed for older migrants, indigenous peoples, children, adolescents, young people and migrants with disabilities. Furthermore, the Special Representative of the Secretary-General on International Migration and Development has emphasized the protection and assistance needs of migrants affected by acute humanitarian crises in their transit or destination countries, recognizing that migrant-specific vulnerabilities add to risks stemming from the crisis itself.

23. Children, adolescents and young people participate in migration in different ways — as migrants, remaining behind in countries of origin or born to migrants in countries of destination — and accordingly face specific opportunities and challenges.[17] All children in the context of migration are first and foremost children. The high-level dialogue should urge States to guarantee access by all children under their jurisdiction to all rights under the Convention on the Rights of the Child, regardless of their or their parents' legal status and without discrimination, and implement the recommendations of the Committee on the Rights of the Child. The best interests of the child should take priority in migration policymaking; for example, immigration detention of children constitutes a child rights violation and contravenes this principle.[18]

---

[17] See also the Global Migration Group thematic report on challenges and opportunities in relation to adolescents, young people and migration, to be launched at the forty-sixth session of the Commission on Population and Development. The report offers a set of policy recommendations to Member States, including in the context of preparations for the post-2015 United Nations development agenda.

[18] See the report and recommendations of the 2012 day of general discussion of the Committee on the Rights of the Child, in addition to the related background paper and UNICEF submissions, for guidance on child-centred, gender-sensitive monitoring of the implementation of the Convention on the Rights of the Child for all children in the context of migration, including through legislative reform and provision of support to national human rights institutions.

24. Social policy urgently needs to address inequities in access to social protection and social services for vulnerable groups affected by migration, including children, adolescents, young people and women, in addition to certain sectors such as migrants employed in agriculture or domestic work. The high-level dialogue should emphasize access by migrants to social protection and social services, such as by urging States to implement the International Labour Organization (ILO) Social Protection Floors Recommendation, 2012 (No. 202), and the operational framework and priority actions that emerged from the 2010 Global Consultation on Migrant Health convened by the World Health Organization, IOM and the Government of Spain. This framework, which is based on World Health Assembly resolution WHA61.17 on the health of migrants, adopted in 2008, calls upon States to work towards equitable access to migrant-sensitive health services, including sexual and reproductive health care for female migrants and financial protection in health, given that migrants who lack health insurance may be unable to afford vital services. By addressing the factors determining migrants' health, migrants are better able to attain their human development potential; concurrently, the health costs of migration are reduced for both migrants and societies.

25. Another recommended area of focus is the protection of migrant workers, especially women, from abuse and exploitation in the informal and formal labour markets. Additional vital steps include ensuring equal treatment in terms of wages and working conditions, adequately recognizing diplomas and competencies and regulating and monitoring recruitment agencies. The creation of decent jobs for migrant and national workers alike is essential and an objective supported by the ILO Decent Work Agenda. Migrants' access to portable social security benefits might also be improved, for example through bilateral or multilateral agreements.

26. Furthermore, States need to address the protection challenges inherent to an irregular status, including increased difficulties in gaining access to health care and education, adequate housing and birth registration, among other essential services. Regularization measures can be a practical response to the situation of irregular migrants: in particular, this measure should be considered for migrants who are unable to return to their countries of origin, who are integrated into the labour market or society of destination, or in the interest of family unity when different family members have different legal statuses. The high-level dialogue could also encourage States to avoid and repeal laws and regulations that require public officials (e.g. providers of health care and other social services, labour inspectors or teachers) to report the presence of irregular migrants to migration authorities. Consideration should be given to alternatives to the administrative detention of irregular migrants.[19] To encourage States to develop screening mechanisms that more effectively assess whether there are people within irregular migration flows who are in need of refugee protection, the Office of the United Nations High Commissioner for Refugees (UNHCR) has worked with IOM on a series of regional stakeholder consultations focusing on protection-sensitive laws, policies and systems.[20] Lastly, the use of language, such as "alien" and "illegal", which stigmatizes migrants, should also be avoided in order to help to reduce social tension around (irregular) migration and State responses.[21]

[19] See the 2012 report to the Human Rights Council by the Special Rapporteur on the human rights of migrants (A/HRC/20/24).

[20] See UNHCR, "Refugee protection and mixed migration: the 10-point plan in action" (2011).

[21] See also General Assembly resolution 3449 (XXX), in which the Assembly urges use of the terms "irregular" or "non-documented".

27. Opportunities for regular migration should also be broadened, in particular for low-skilled migrant workers and to promote family reunification. In addition, States and other partners could disseminate information on the use of regular migration channels and aim to reduce abuses relating to high costs of travel and recruitment for migrants, e.g. through interest-free pre-departure loans to migrants. Where regular migration channels and facilitated visa procedures are in place in destination countries, issuing secure, machine-readable transport documents and participating in the International Civil Aviation Organization Public Key Directory could further facilitate regular migration.

28. Comprehensive efforts against human trafficking and migrant smuggling should be continued, including in advancing the implementation of existing legal instruments.[22] Policymakers should devote greater attention to combating trafficking and smuggling for labour exploitation.[23] In accordance with the Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime, States should not penalize smuggled migrants for the fact of being smuggled, while it should also be recognized and addressed that smuggling exposes migrants to significant vulnerabilities. The high-level dialogue may also recommend that programmes to provide direct assistance to trafficked persons be reinforced, while more training and awareness-raising among the general public, authorities and others who come into contact with trafficked persons may be necessary to ensure that their specific protection and assistance needs are adequately met. In implementing international legal obligations and good practices in this area, States may benefit from guidance offered by various agencies and inter-agency and intergovernmental working groups.[24]

29. Lastly, the distinction between voluntary and forced migration is becoming increasingly blurred in today's complex humanitarian crises. The high-level dialogue may call for closer coordination between migration governance and the search for durable solutions to displacement. Strategies for gaining access to protection and durable solutions for persons forcibly displaced owing to insecurity, conflict and natural disaster should encompass, where appropriate, asylum processes

---

[22] The Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, and the Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime, in addition to ILO conventions Nos. 29 and 105 on the abolition of forced labour.

[23] See the 2012 ILO global estimate of forced labour, which states that an estimated 9.1 million victims of forced labour (44 per cent of the global total) have moved either internally or internationally.

[24] Among other tools, see the *International Framework for Action to Implement the Smuggling of Migrants Protocol*; the toolkits to combat trafficking in persons and smuggling of migrants; the *Caring for Trafficked Persons* handbook; the Recommended Principles and Guidelines on Human Rights and Human Trafficking (E/2002/68/Add.1); *Human Trafficking and Forced Labour Exploitation: Guidelines for Legislation and Law Enforcement*; *Training Manual to Fight Trafficking in Children for Labour, Sexual and other Forms of Exploitation: Understanding Child Trafficking*; and *Combating Forced Labour: A Handbook for Employers and Business*. See also work by the United Nations system task force on transnational organized crime and drug trafficking, co-chaired by UNODC and the Department of Political Affairs of the Secretariat; the working groups on trafficking of persons and smuggling of migrants established by the Conference of the Parties to the United Nations Convention against Transnational Organized Crime; and the Inter-Agency Coordination Group against Trafficking in Persons.

and protection from refoulement, support for local integration and housing, land and property reparations programmes. UNHCR and ILO have also been exploring whether and how labour mobility and temporary labour migration schemes could increase employment opportunities, self-reliance, (re)integration and freedom of movement of refugees, facilitate durable solutions without undermining refugee protection principles and reduce pressures for secondary displacement.

B. Strengthening the knowledge and evidence base: the high-level dialogue should promote evidence-based policymaking on migration and thus greater investment in data, research, needs assessments, evaluations and capacity development with regard to migration and its outcomes for individuals and societies

30. The high-level dialogue should encourage capacity development to generate and maintain timely and comparable migration data and improved information systems. All such data should be collected in accordance with international standards on privacy and data protection and should be used to inform policymaking and not for immigration control. As a matter of priority, data should be disaggregated by age and sex and aim to provide employment-related information.[25]

31. To this end, migration issues should feature in national census analysis, labour force surveys, health surveys and other relevant demographic and development-related household surveys. The data should be made publicly available. Furthermore, existing administrative data should be better exploited. In countries lacking such information, migration household surveys can fill the gap, as has been accomplished, for example, within the framework of national human development reports and the World Bank Africa Migration Project.[26] Furthermore, labour needs assessments and labour market analysis should be attuned to demographic and migration factors. The high-level dialogue could propose an assessment of progress since the adoption of the 1998 Recommendations on Statistics of International Migration, Revision 1, which could be carried out by the relevant Global Migration Group working group. Lastly, funding is needed for more standardized and rigorous assessments and evaluations of the impact of migration and development initiatives.

[25] The forthcoming IOM 2013 *World Migration Report*, on migrants' well-being and development, is based on empirical data of 25,000 migrants surveyed in 150 countries by Gallup. The report presents an analysis of development in terms of "human well-being" indicators and focuses not only on South-North migration, but also on South-South, North-South and North-North flows. See also *Migrants Count: Five Steps toward Better Migration Data* (Center for Global Development, Washington, D.C., 2009), produced by the Commission on International Migration Data for Development Research and Policy, convened by the Center for Global Development.

[26] See Sonia Plaza, Mario Navarrete and Dilip Ratha, "Migration and remittances household surveys in sub-Saharan Africa: methodological aspects and main findings" (Africa Migration Project, Migration and Remittances Unit, World Bank, 2011).

32. The high-level dialogue should also draw attention to data and research deficits relating to South-South migration. The African, Caribbean and Pacific States Observatory on Migration was created specifically to address this knowledge gap.[27] Much-needed data collection on South-South migration can also be facilitated by the United Nations Global Migration Database (developed by the Department of Economic and Social Affairs of the Secretariat, regional commissions and partners) and by the World Bank bilateral migration matrix.

33. Migration profiles, an initiative first proposed by the European Commission and implemented by IOM, among others, can facilitate the cycle of data collection, synthesis and analysis. States should consider making more systematic use of migration profiles, the accompanying common set of core indicators (elaborated by the Department of Economic and Social Affairs and the United Nations Children's Fund and endorsed by the Global Migration Group) and the guide entitled "Migration profiles: making the most of the process".

34. A better understanding of the potential links between migration and human development through training, targeted learning mechanisms, sharing of experience and other activities will enhance the capacity of policymakers to identify opportunities for more robust policies and programmes. The high-level dialogue should consider promoting institutions and initiatives to further research and capacity in the area of migration, in addition to fostering synergies between existing institutions and initiatives. There should be a focus on more coherent and consistent curricula (avoiding duplication among institutions), new technologies and specific outreach to policymakers and practitioners in developing and least developed countries. The high-level dialogue could encourage States to continue to participate actively in regional and global opportunities for capacity development and knowledge-building on migration.[28]

[27] The African, Caribbean and Pacific Observatory on Migration is an initiative of the secretariat of the African, Caribbean and Pacific group of States, funded by the European Union, implemented by IOM and with the financial support of IOM and its Development Fund, UNFPA and the Government of Switzerland. It has established a network of research centres and governmental departments working on migration issues in the six African, Caribbean and Pacific regions and produces and collects data on South-South migration in African, Caribbean and Pacific countries. It has also carried out regional and national migration impact studies of migration and development initiatives.

[28] See also the Global Knowledge Partnership on Migration and Development being established by the World Bank to generate policy options on the basis of analytical evidence and quality control through peer review. It is envisaged to be a global public good, a global hub of knowledge and policy expertise on migration and development issues.

C. Mainstreaming migration into national development policies and plans and into the post-2015 United Nations development agenda: the high-level dialogue should call upon countries of origin and destination to continue or initiate the mainstreaming of migration into national development strategies, poverty reduction strategies and sectoral policies and plans, and, as a matter of priority, should ensure that migration receives due attention in the post-2015 United Nations development agenda

35. While important instruments for national development planning, foremost among them poverty reduction strategy papers and United Nations Development Action Frameworks, already exist, migration remains largely absent therefrom. Both national-level and local-level development planning should consider the role of migration in helping or hindering the achievement of development objectives. The high-level dialogue could promote application of *Mainstreaming Migration into National Development Planning: a Handbook for Policy-makers and Practitioners* and the expansion of the continuing Global Migration Group pilot initiatives. For more meaningful participation of migrants, civil society, social partners and local authorities in such mainstreaming efforts, the high-level dialogue could further draw attention to the European Commission-United Nations Joint Migration and Development Initiative, in addition to strategies by United Nations country teams. The high-level dialogue might also encourage host States to ensure that their overseas development strategies and immigration policies reinforce the mainstreaming efforts of countries of origin.

36. The high-level dialogue should promote the incorporation of the development potential of migration within the post-2015 United Nations development agenda, both as a cross-cutting issue[29] and, potentially, in its own right. The report of the United Nations System Task Team on the Post-2015 United Nations Development Agenda, entitled "Realizing the future we want for all", recognizes migration as a key dimension of global population dynamics, an enabler for inclusive economic and social development (if governed fairly) and a possible element of a renewed global partnership for development. Building on the momentum of the United Nations Conference on Sustainable Development and the continuing work of the Open Working Group on Sustainable Development Goals, migration should be integrated within the sustainable development goals to converge with the post-2015 development agenda. In addition, the high-level dialogue should establish linkages with the UNFPA-led operational review of the implementation of the Programme of Action of the International Conference on Population and Development, which will include a review of migration-related activities.

37. The high-level dialogue should stress the importance of coherent labour migration and employment policies that more efficiently match labour supply and demand, while ensuring adequate protection for migrant workers, both high-skilled and less-skilled persons. This may include broadening opportunities for the temporary or permanent migration of less-skilled workers, in line with labour

[29] Migration might feature, for example, in post-2015 goals relating to inequalities, partnerships, health, education, decent work, social protection, financing for development, trade for sustainable development, disaster prevention and disaster relief management and an enabling international environment.

market demand, including in prospective growth sectors such as care work. A more balanced intake of migrants across the skills spectrum would also mitigate the risk of remittances compounding income inequality in countries of origin. Facilitating circular migration can enhance the development outcomes of migration, but it is important that circular migration opportunities be available at all skill levels, respond to genuinely temporary labour market needs and take place in full respect of the human and labour rights of migrants. Similarly, the development outcomes of temporary or long-term return migration can be boosted through the provision of entrepreneurship training, skills development, adequate social protection and low-interest loans upon return.[30]

38. States should also work towards greater coherence between migration and education policies. In particular, they should collaborate on student migration and ensure mutual recognition of foreign qualifications based on six United Nations Educational, Scientific and Cultural Organization (UNESCO) conventions and associated work. Making available vocational training and education opportunities for unemployed young people, women and other marginalized groups, in particular in least developed countries, can increase their access to remunerative work abroad. Origin and destination countries could create joint education programmes and curricula that reflect domestic and foreign labour market needs and provide information on overseas employment opportunities.

39. The social impact of remittances is generally positive, including greater investment in education and health care, but policymakers should remain sensitive to possible negative effects, including a possible exacerbation of inequalities and negative impacts on children left behind in countries of origin. The different spending patterns of male and female remittance recipients are also relevant here. In leveraging remittances for development, the high-level dialogue should reaffirm that remittance are a private source of funding. The high-level dialogue should support initiatives by the World Bank and others to help achieve what is known as the "5x5 objective", endorsed by the Group of Eight and the Group of 20, to reduce the average cost of sending remittances globally by five percentage points over five years. Barriers to market entry in this sector, including exclusivity agreements and skewed incentive structures, should continue to be tackled. In addition, a new regulatory framework may be required for cross-border remittances sent using mobile phones. With the support of the United Nations Conference on Trade and Development and partners, the regulatory framework for financial services could be improved to reduce transfer costs and promote gender-sensitive financial inclusiveness, including in rural areas. Public-private partnerships could enhance the interoperability of remittance transfer services by banks, postal networks, telecommunications operators and microfinance institutions. New financial products, such as microinsurance and support for small and medium-sized enterprises, could be developed to meet the specific needs of migrants. On the demand side, financial education for migrant workers, including women migrant workers, and their families could be made more systematically available. In addition, inclusive rural development agendas might better channel remittances — while respecting their private nature — towards enhanced productivity of the rural farm and non-farm sectors, building on the efforts of the Food and Agriculture

[30] These and similar issues are the subject of the Labour Migration Academy organized by the ILO International Training Centre in Turin, Italy, in collaboration with partners including Global Migration Group agencies.

Organization of the United Nations, the International Fund for Agricultural Development and partners, including through the Financing Facility for Remittances.[31]

40. The high-level dialogue could also encourage greater cooperation between countries of origin and destination in leveraging diaspora contributions, including investment and trade. Greater networking among relevant ministries, embassies, diaspora associations, development non-governmental organizations and private-sector representatives can support diaspora groups in their endeavours.[32] The temporary return of qualified nationals, as pioneered by the Transfer of Knowledge through Expatriate Nationals programme launched by IOM and the United Nations Development Programme, could be targeted to support post-crisis reconstruction and peacebuilding.

D. Improving inter-State and multi-stakeholder engagement and cooperation: the high-level dialogue should reaffirm commitment to existing cooperation mechanisms, strengthen their impact and strive for greater involvement of stakeholders at all levels, including non-governmental partners

41. The high-level dialogue might encourage the Global Migration Group to continue supporting States and other stakeholders in the effective implementation of international legal obligations as they relate to migration. The high-level dialogue should further encourage the Group to strengthen its efficacy in fulfilling these objectives, in particular at the field level. The Group is developing a set of strategic objectives in a multi-annual workplan.[33] Working groups[34] are preparing thematic work streams, enabling the Group to enhance its impact across the board, from data and research to advocacy and monitoring, policy advice and joint and coherent capacity support at the national and regional levels. The high-level dialogue could

[31] The Financing Facility for Remittance is a multi-donor facility managed by IFAD that aims at increasing economic opportunities for the rural poor by supporting innovative, cost-effective and easily accessible international and/or domestic remittance services. In this context, see also the Global Forum on Remittances, organized biannually by IFAD and key partners (Inter-American Development Bank in 2007, African Development Bank in 2009 and World Bank in 2013).

[32] See *Developing a Road Map for Engaging Diasporas in Development: A Handbook for Policymakers and Practitioners in Home and Host Countries* (2012) by IOM and the Migration Policy Institute. See also the background paper on supporting migrants and diaspora as agents of socioeconomic change, prepared for session 2 of round table 1 of the 2012 Global Forum on Migration and Development by the World Bank, IOM and IFAD.

[33] Proposals relating to the Global Migration Group herein will be updated as the Group review progresses. Group members will hold a working-level retreat early in 2013 to elaborate on recommendations made by the Group principals in November 2012. The outcomes of the retreat will be submitted to the Group principals by 31 March 2013.

[34] This would include both those to be established, e.g. on migration, gender and human rights, and on capacity development and delivery, in addition to other possible working groups, and those already in existence, i.e. the working group on data and research, co-chaired by the Department of Economic and Social Affairs and IOM, and the working group on the mainstreaming of migration into development planning, co-chaired by IOM and UNDP.

consider calling for the creation of a funding mechanism to support the joint activities of the Group.[35]

42. The high-level dialogue could envisage a greater role for the United Nations development system in supporting United Nations resident coordinators and United Nations country teams in mainstreaming migration in national development efforts through country-level programming and drawing on the expertise and capacity of Global Migration Group members and the broader United Nations system at the national, regional and global levels.

43. As concerns the relationship between the Global Forum on Migration and Development and the Global Migration Group, the Group will continue to engage with the Forum, including, as appropriate, in support of its preparations and in the implementation of its recommendations.

44. The high-level dialogue should underline the crucial role of governmental deliberations at the interregional, regional, bilateral, national and local levels. States should build on the significant achievements of regional consultative processes on migration and interregional forums with a migration focus in creating conditions for multilateral cooperation on migration. Regional economic communities and States cooperating on a bilateral basis may wish to continue developing and implementing framework agreements that protect the human rights of migrants, including access to social security; facilitate the recognition of diplomas and qualifications; and further support labour mobility, and its development impact, at the regional and subregional levels. The high-level dialogue could also promote the incorporation of migration issues into municipal/local development planning and better coherence of sectoral policies. Coherence and coordination among these local, bilateral, regional and interregional processes and with the Global Forum on Migration and Development and the Global Migration Group could be enhanced.

45. In global, regional and local planning on migration and development, the high-level dialogue may also wish to promote more effective engagement of civil society and capacity support to social partners, such as non-governmental United Nations constituents, the private sector, the media, national human rights institutions and migrants. The United Nations Non-Governmental Liaison Service could help to facilitate an inclusive dialogue between the United Nations and civil society actors on migration and development. States might also consider a compact with the private sector, social partners and civil society actors around select common goals, such as reducing recruitment costs or addressing the social impacts of migration for vulnerable groups. The Special Representative of the Secretary-General on International Migration and Development has made galvanizing multi-stakeholder action and cooperation a priority in addressing the situation of migrants affected by crises, where employers, recruiters, countries of origin, host countries and relevant international organizations have a role to play. To guarantee that the voice of all migrants and those affected by migration is brought to bear on major policy decisions, the high-level dialogue could explore avenues for meaningful, inclusive and participatory approaches. One option would be a permanent forum on migration and development, modelled on the Permanent Forum on Indigenous Issues. Such a

[35] The Global Migration Group working-level retreat (see above) will develop, among others, the purpose, design and administration of such a funding mechanism.

forum would bring to the table advice and perspectives from leaders within the migrant community and raise public awareness and visibility of the issues.

E. Trends to watch: the high-level dialogue should highlight critical issues, trends and dynamics that — while not necessarily new in and of themselves — will shape migration globally and locally and, in particular, the migration-development nexus, and should underline the need for data and research, capacity development and proactive policy approaches in these areas

46. As called for by the Special Representative of the Secretary-General on International Migration and Development, the high-level dialogue should foster action on problems facing stranded migrants, especially those caught up in crises in host countries. States and humanitarian actors must ensure protection and assistance in such cases, including, if necessary, protection-sensitive and assisted voluntary evacuation and reintegration. For migrants in distress at sea, improved cooperation agreements, in particular at the regional level, should be put in place with the involvement of the International Maritime Organization, UNHCR and others to secure timely rescue, safe disembarkation and respect for human rights principles, in particular the principles of non-refoulement and the best interests of the child. As proposed in the IOM Migration Crisis Operational Framework,[36] complex migration patterns before, during and after humanitarian crises also need to be better monitored to enable a more effective response.

47. Given that the impact of climate change and environmental degradation (including slow-onset and rapid-onset events) on migration is becoming more evident, the high-level dialogue could encourage States to factor migration and migrants more systematically into disaster risk reduction and climate change adaptation strategies. The United Nations Environment Programme, the World Meteorological Organization and other stakeholders support this by enhancing State capacity to have the necessary adaptation options at hand and to use the latest weather, climate and water information technology. Progress in these areas will reduce forced migration, but should also seek ways to use the benefits of migration for development for the purpose of adaptation and building resilience.[37]

48. Urbanization is rapidly transforming the social and physical landscape in most countries. Migration, in particular rural-urban migration, is contributing to this trend and States may wish to elaborate more migrant-inclusive housing, education and urban development policies, with the support of the United Nations Human

[36] An institutional strategy to improve IOM response to crises with migration implications, to support States in assisting and protecting crisis-affected populations and to address migration dimensions of crises that have been overlooked in the past. The Framework was adopted by a resolution of States members of IOM in 2012.

[37] Note in this context the recent founding of the State-led Nansen Initiative on disaster-induced cross-border displacement, with collaboration from UNHCR and IOM. See also the 2011 Global Migration Group joint statement on the impact of climate change on migration, in addition to research, policy dialogue and projects undertaken by IOM and publications on the subject by UNHCR, UNEP, UNFPA, UNESCO and others.

Settlements Programme and UNESCO, among others.[38] States might also consider further supporting sustainable rural livelihoods to reduce involuntary recourse to migration. In this context, the high-level dialogue could also recommend further research and data collection on the links between internal and international migration and on the impact of migration on rural labour forces, rural development, agriculture, food security and nutrition.

49. Lastly, the high-level dialogue should highlight the fact that most migration takes place regionally, including among developing countries. There is consequently a need to support the governance of South-South migration, including regional labour mobility agreements in the South, and the South-South engagement of diaspora communities.[39]

V. Concluding considerations

50. If pursued collectively, the preceding proposals will give renewed direction and focus to the international migration and development agenda. The contributors to the present paper believe that the realization of these proposals is well within reach, provided that all stakeholders continue to work collaboratively, in accordance with their respective mandates and expertise. The rights and well-being of all migrants, and of the people whom they join and leave behind, should be at the centre of deliberations throughout this second, landmark high-level dialogue on international migration and development.

---

[38] See the guide and toolkit entitled "Migrants' inclusion in cities: innovative urban policies and practices" by UNESCO and UN-Habitat.

[39] See, for example, the work of the IOM African Capacity-Building Centre in the United Republic of Tanzania.